UNITED
NATIONS

E

Economic and Social
Council

Distr.
GENERAL

E/CN.7/1997/4
3 February 1997

ORIGINAL: ENGLISH

COMMISSION ON NARCOTIC DRUGS
Fortieth session
Vienna, 18-27 March 1997
Item 6 of the provisional agenda*

ILLICIT DRUG TRAFFIC AND SUPPLY, INCLUDING REPORTS OF THE SUBSIDIARY BODIES OF THE COMMISSION

Illicit drug trafficking

Report of the Secretariat

Summary

Global trends and patterns in illicit drug trafficking are presented in the present report. Trafficking in both heroin and cocaine, after stabilizing in the early 1990s following the rapid increase of the 1980s, rose again in the mid-1990s. Global heroin seizures remained stable in 1995 compared with 1994, while cocaine seizures decreased. Seizures of cannabis resin worldwide increased significantly in 1995 compared with their average level in the 1990s, and indoor cannabis cultivation continues to increase in many parts of the world. There has been an increase in the seizures of psychotropic substances in the 1990s, which may be indicative of the extent of geographical spread of abuse of those substances. With improved technology and development of chemical industries, many newly emerging States and developing countries have gained the capacity to manufacture psychotropic substances. Trafficking in amphetamine-type stimulants, in particular, increased significantly in the 1990s.

The present paper outlines new routes and modes of transportation used by drug traffickers, who are increasingly taking advantage of enhanced international trade and transportation networks to transport drugs to different parts of the world. Law enforcement methods, such as controlled delivery and profiling operations, are explored as possible means of counteracting the threat of drug trafficking.

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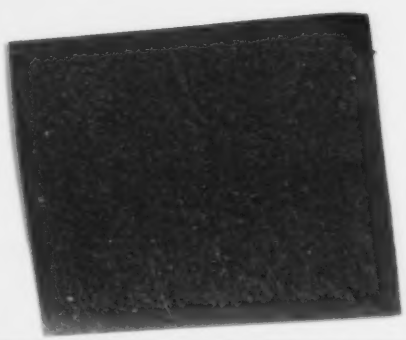


CONTENTS

		Paragraphs	*Page*
INTRODUCTION		1-3	3
I.	THE GLOBALIZATION OF ILLICIT DRUG TRAFFIC	4-71	3
	A. Trends in the volume of drug trafficking	4-44	3
	B. Trends in the geographical spread of illicit drug traffic	45-71	14
II.	FACTORS INFLUENCING TRENDS IN ILLICIT TRAFFICKING	72-100	21
	A. Global rates of interception of heroin and cocaine at a time of expansion of international trade and transportation and improved drug trafficking methods	73-86	22
	B. Law enforcement methods to improve rates of interception	87-100	27
III.	CONCLUSIONS AND MATTERS BROUGHT TO THE ATTENTION OF THE COMMISSION	101-109	30

Figures

I.	Opium: global production estimates, 1995	4
II.	Heroin and morphine: potential global availability and seizures, 1984-1995	5
III.	Cocaine: potential global availability and seizures, 1984-1995	7
IV.	Cocaine: seizures, by region, 1981-1995	7
V.	Cannabis herb: seizures, by region, 1985-1995	9
VI.	Cannabis resin: seizures, by region, 1981-1995	10
VII.	Methaqualone: global seizures and seizures in India, 1986-1995	12
VIII.	Proportion of countries that reported drug seizures, by drug type, 1981-1995	15
IX.	Heroin and cocaine: seizures in South Africa as a proportion of total African seizures, 1991-1995	18
X.	Heroin and cocaine: seizures in eastern Europe and the Commonwealth of Independent States as a proportion of total European seizures, 1989-1995	21
XI.	Heroin, morphine, and cocaine: global interception rate estimates, 1984-1995	22
XII.	Heroin and morphine: seizures by region, 1981-1995	24
XIII.	Heroin: seizures of illicit consignments concealed in international road transport trucks and at airports, Europe, 1991-1995	24
Annex.	Maps depicting the extent of the spread of illicit drug trafficking in Latin America, south-east Asia and south-west Asia, 1985 and 1995	33

INTRODUCTION

1. The present report provides an overview of trends in international illicit drug trafficking. In section A of chapter I global developments are summarized by type of drug, that is, opiates, cocaine, cannabis and psychotropic and controlled precursor substances. Section B of that chapter reviews changes in the geographical spread of illicit drug trafficking and outlines regional developments in drug trafficking in the 1990s. Chapter II examines factors that influence drug trafficking, reviews their impact on selected law enforcement measures and highlights some of the new problems facing law enforcement agencies. The concluding chapter brings certain pertinent matters related to illicit drug trafficking to the attention of the Commission.

2. The annual statistics in the present report relate mainly to 1995, with information for 1996 given whenever available. Statistical information concerns illicit crop cultivation, drug production and seizures. However, it constitutes only a limited guide as to the possible volume and extent of illicit drug trafficking, given, *inter alia*, variations in reporting and recording of statistics by parties and also in law enforcement practices. Moreover, analysis of trafficking trends and of conclusions thereon, as well as of specific trafficking routes and methods, is often incomplete as a result of the scarcity of individual seizure reports transmitted by Governments to international organizations and the relatively low rates of interception of illicit drug trafficking in some of the key trafficking countries and regions.

3. There are three main shortcomings in current reporting on illicit drug trafficking. Firstly, reports are in many cases received at irregular intervals. For instance, the United Nations International Drug Control Programme (UNDCP) received a total of 96 completed annual reports questionnaires from Governments for 1994. Up to December 1996, 90 such reports had been received for 1995 out of 158 Governments that, as party to the relevant conventions, are required to submit reports. Secondly, replies are not always complete and comprehensive and certain essential information on illicit drug trafficking is not provided. The third difficulty refers to seizure data, where the statistics comprise all reported national cases, regardless of the final destination of the illicit drug. This makes it difficult to assess whether the illicit drugs were intended for export to another country or region or for internal consumption in the area of seizure. In view of the above limitations, UNDCP has based the present report on data contained in the annual reports questionnaires received from Governments, other governmental information and national reports, interpretation of individual seizure reports and information provided by UNDCP field offices, the International Criminal Police Organization (ICPO/Interpol) and the Customs Cooperation Council (also called the World Customs Organization). For data other than those obtained from the annual reports questionnaires, footnotes and references in the text of the report indicate the source of the information.

I. THE GLOBALIZATION OF ILLICIT DRUG TRAFFIC

A. Trends in the volume of drug trafficking

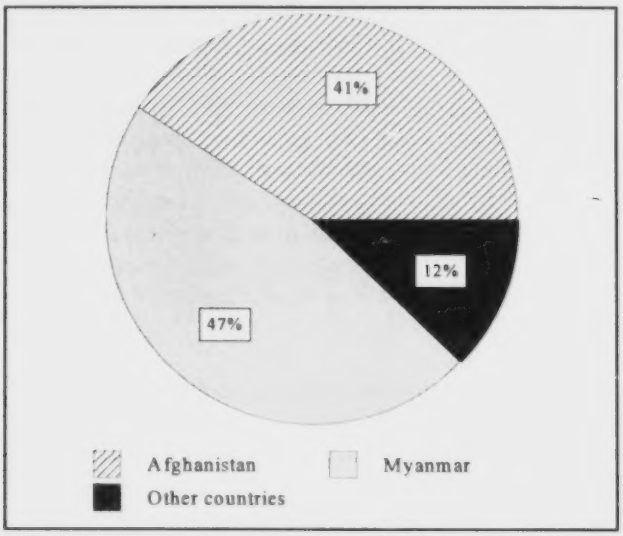
1. Opiates

4. Three regions continue to produce the majority of the world's illicit opium: south-east Asia, including the Lao People's Democratic Republic, Myanmar, Thailand and Viet Nam; south-west Asia, in particular Afghanistan and Pakistan; and the Americas, in particular Colombia and Mexico. In 1995, the estimated total area under illicit poppy cultivation was approximately 258,000 hectares. Myanmar, with an estimated 154,000 hectares, and Afghanistan, with some 54,000 hectares, according to the 1996 UNDCP opium poppy survey, remain the two countries in which the largest amount of cultivation takes place.

5. More than 90 per cent of all illicit opium originates in Asia. Of that amount, the Golden Crescent, in south-west Asia, accounts for approximately 45 per cent and the Golden Triangle, in south-east Asia, for

approximately 50 per cent. Figure I shows the approximate supplies provided in 1995 by the main producer countries and regions. The estimated yield per hectare of opium poppy is generally higher in south-west Asia than in south-east Asia - some 18 to 48 kilograms, as compared with 9 to 14 kilograms.

Figure I. Opium: global production estimates, 1995

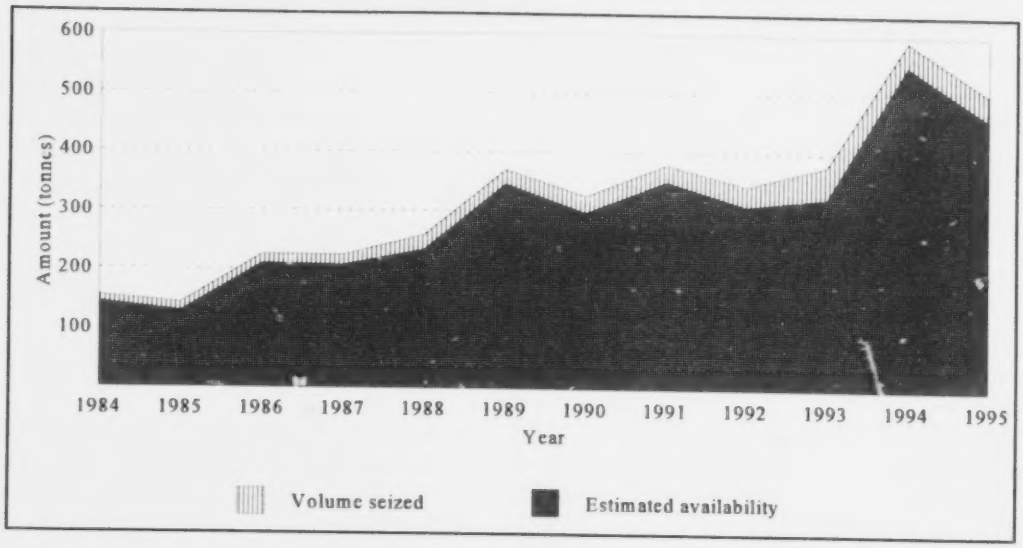


Sources: Annual reports questionnaires received by the Secretary-General; and government sources.

6. Illicit opium producer countries other than those of south-west and south-east Asia account for only 5 per cent of world production, the main countries in the Americas being Colombia, Mexico and, to a much lesser extent, Guatemala. While the region does not yet account for a substantial percentage of the global illicit supply of opiates, production in countries such as Colombia and Mexico increased rapidly in the 1990s, although a direct comparison of 1994 and 1995 shows a decrease. Colombia produced an estimated 65 tonnes of opium in 1995 (107 tonnes in 1994). Mexico accounted for some 53 tonnes of opium production in 1995, a decrease compared with the 60 tonnes reported for 1994. Central Asia constitutes another potentially important and expanding producer region, but precise figures are not yet available. Opium poppy cultivation in Viet Nam declined in 1995, owing mainly to massive eradication campaigns: in 1995, 2,000 hectares of opium cultivation were reported (with a potential production capacity of 10 tonnes), compared with 15,000 hectares in 1992. While Egypt reported detection of 17,621,797 opium poppy plants in 1995, much less than the 1994 figure of 138,828,496, some reports suggest that sophisticated cultivation methods are being used in remote and inaccessible areas of the Sinai and that cultivation is rising. The largest ever eradication campaign for opium poppy in the Sinai in the spring of 1996 was reported to have resulted in the destruction of more than 3.6 billion poppy plants.[1] This figure indicates the apparently existing and growing potential within the Sinai region to turn it into a significant supply area for opiates.

7. Figure II shows estimates of global heroin availability and seizures from 1984 to 1995. Estimates are based on potential annual heroin and morphine production, where morphine is converted into heroin equivalent. Global potential production of heroin is estimated to have more than doubled, from approximately 210 tonnes in 1984 to 502 in 1995.

Figure II. Heroin and morphine: potential global availability and seizures, 1984-1995



Sources: Annual reports questionnaires received by the Secretary-General; World Customs Organization; ICPO/Interpol; and government sources.

8. During the same period, global heroin and morphine seizures represented some 7 to 10 per cent of estimated supplies and, in 1995, totalled 43.7 tonnes, or 8.4 per cent of the estimated supplies, as compared with the 1994 figure of 42.6 tonnes. South-west Asia, including the Near and Middle East, accounted for 56 per cent of the global seizures of heroin and morphine in 1995, followed by Europe (25 per cent) and south-east Asia, including the Asia and Pacific (12 per cent) (also see figure XII).

9. The main heroin producing and trafficking countries in south-west Asia reported a substantial increase in heroin seizures in 1995: Pakistan's seizures rose by 68 per cent (from 6.4 tonnes in 1994 to10.8 in 1995); the Islamic Republic of Iran reported an increase of 130 per cent in seizure amounts (from 900 kilograms to 2.1 tonnes). In contrast to south-west Asia, the main producer and transit countries in south-east Asia reported significant decreases in heroin seizures from 1994 to 1995: in Thailand, seizures fell from 1.3 tonnes to 517 kilograms, in Myanmar from 233 kilograms to 72 kilograms and in China from 4.1 to 2.4 tonnes.

10. Europe, with 25 per cent of all global heroin and morphine seizures, remains the principal point of destination for international heroin trafficking. More than 80 per cent of heroin entering Europe in 1995 is estimated to come from south-west Asia and transited Turkey along the Balkan route and its diversions. From Turkey, heroin is often transported through private vehicles and commercial international road transport (TIR) trucks through, *inter alia*, Greece, Bulgaria, Romania, Hungary, Slovakia and Czech Republic to Germany, following a wide variety of routes that change frequently. France, Germany, Greece, Italy, Netherlands, Spain, Switzerland and United Kingdom of Great Britain and Northern Ireland are among the major heroin recipient countries in Europe. Within Europe, as further discussed in paragraphs 45 to 71 below, the share of central and eastern Europe, including the Russian Federation, continues to rise and, in 1995, already accounted for 11.7 per cent of all European seizures, or 6 per cent of all seizures of heroin worldwide. According to the information provided, transportation and distribution of heroin in Europe is conducted mainly by syndicates of Turkish nationals; others active are western European nationals, Albanians, nationals of the former Yugoslav republics and Iranians.

11. The United States of America accounts for 3.5 per cent of heroin and morphine seizures worldwide: around 57 per cent of the heroin seized in the United States in 1994 and 1995 originated in south-east Asia, 32 per cent came from South America and 5 per cent from Mexico. In comparison, in 1992, 68 per cent of heroin seized came from south-east Asia, with only 15 per cent from South America and 8 per cent from Mexico.[2] Most of the south-east Asian heroin enters the United States, after transiting Asian countries and territories, in particular Hong Kong, Japan, Malaysia, Philippines, Republic of Korea, Singapore and Taiwan Province of China, and in maritime freight and air freight cargo consignments. A persistent trend has been the active involvement of west African, in particular Nigerian trafficking organizations in transporting heroin into the United States, mainly using couriers travelling by air through western African countries. New York City remains the main point of entry of heroin into the United States: of the heroin seizures made in the United States from 1986 to 1995, roughly half occurred in the New York metropolitan area. Other points of entry include Los Angeles, San Francisco, Seattle, Boston and Philadelphia.

2. Cocaine

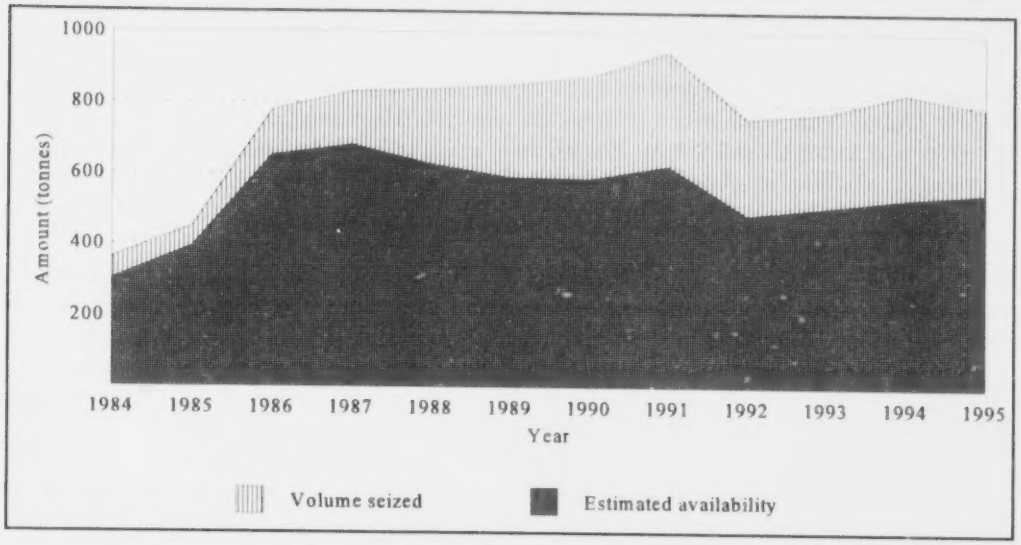
12. In 1995, the estimated area under illicit coca bush cultivation ranged from 208,900 to 214,000 hectares. The illicit production of coca leaf has been estimated by different official sources to range from 309,000 to 493,000 tonnes, which compares with an estimated 306,000 tonnes in 1990.

13. Most of the world's cocaine originates in the Andean region. Taken together, the supplies from Bolivia, Colombia and Peru account for more than 98 per cent of the illicit supply of cocaine worldwide. With more than 115,000 hectares, Peru has the largest estimated area of illicit coca cultivation, followed by Bolivia (48,600 hectares) and Colombia (45,000 hectares). Of the reported hectarage for Bolivia, 12,000 hectares are considered by national legislation as being under licit cultivation for traditional local consumption. Regarding coca leaf production, latest available reports indicate that Colombia may have overtaken both Peru, with an estimated capacity of 183,600 tonnes, and Bolivia (estimated capacity of 85,000 tonnes). According to Government estimates, Colombia produced approximately 225,000 tonnes of coca leaf from four harvests in 1995, which in national estimates would amount to a potential production of 356 tonnes of cocaine.[3] This compares with an estimated production capacity of 80 tonnes of cocaine (or 40,800 tonnes of coca leaf) reported by United States sources.[4] At the time of preparation of the present report, UNDCP did not have sufficient information to confirm either of these figures.

14. Figure III compares the estimated global availability and seizures of cocaine. While the estimates of cocaine production increased by almost 78 per cent over the period from 1984 to 1995, from 440 to almost 780 tonnes, seizure amounts over the same period increased by almost 325 per cent, from 59 to 251 tonnes. In 1995, reported seizures were 13 per cent lower than the 1994 figure of 291 tonnes. It may be extrapolated that the interdiction rate rose from 13.5 per cent in 1984 to 33.5 per cent in 1995 (also see figure XI).

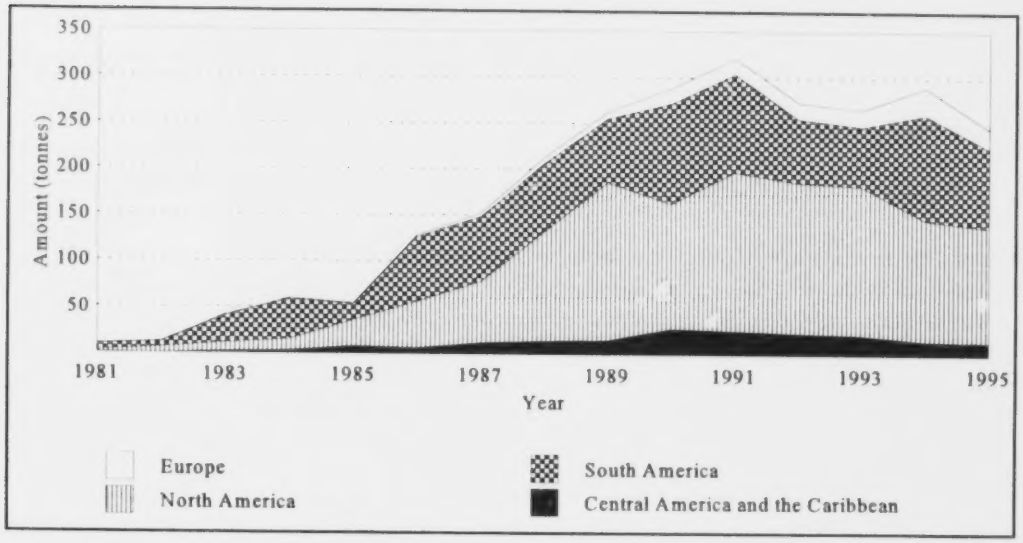
15. As shown in figure IV, the Americas continue to account for the vast majority of global cocaine seizures, that is, 91 per cent in 1995, followed by Europe with 8 to 9 per cent. African and Asian countries still account for less than one per cent to the total, but the number of countries experiencing cocaine problems in those regions continued to rise. In 1995, 13 African and 27 Asian countries and territories reported cocaine seizures.

Figure III. Cocaine: potential global availability and seizures, 1984-1995



Sources: Annual reports questionnaires received by the Secretary-General; World Customs Organization; ICPO/Interpol; and government sources.

Figure IV. Cocaine: seizures, by region, 1981-1995



Sources: Annual reports questionnaires received by the Secretary-General; World Customs Organization; and ICPO/Interpol.

16. The United States remains the principal destination for international cocaine trafficking. Colombian criminal organizations continued to maintain primary control over cocaine trafficking to the United States during 1995 and between 50 and 70 per cent of total United States cocaine supplies continued to transit Mexico. Seizure data indicate that cocaine is smuggled by air and sea from South America through Mexico for United

States destinations. A large amount of cocaine is also transported from source countries to Central America either directly by air, sea or land, for onward shipment to the United States, and often through the Mexican-American border. The other main transit countries used to smuggle cocaine into the United States included Brazil, Ecuador, Panama and Venezuela. Caribbean islands, in particular the Bahamas, the Dominican Republic, Haiti and Puerto Rico, also continue to be used as trans-shipment points to smuggle cocaine into the United States. United States authorities estimate that in 1995 214 tonnes of cocaine directly transited the Caribbean on its way to the United States. The primary points of entry for cocaine into the United States in 1995 were Arizona, California, southern Florida and Texas, with the main internal distribution points being Houston, Los Angeles, Miami and New York.

17. Cocaine trafficking in Europe has increased significantly since the late 1980s. Annual cocaine seizures in Europe more than tripled, from 7 tonnes in 1989 to 21.7 in 1995. Argentina, Brazil, Ecuador, Venezuela and Panama are increasingly being used as transit countries for cocaine shipments to Europe. The Caribbean islands, in particular Jamaica, Martinique and the Netherlands Antilles serve as transit points for bulk shipments to Europe. United States authorities estimate that 180 tonnes of cocaine destined for Europe transited the Caribbean in 1995.

18. A more recent development has been the rise in numbers of cocaine couriers arrested at European airports. In 1995, 15 per cent of the cocaine seized in Europe was from seizures at airports and 44 per cent of all traffickers arrested in connection with cocaine seizures were arrested at 30 different European airports. This compares with 35 per cent of all European cocaine arrests made at airports in 1994, an increase from 883 airport arrests in 1994 to 1,131 in 1995. Colombian nationals formed the largest group of cocaine couriers arrested in Europe, with Germans second.[5] Seizure data suggest that Latin American drug trafficking groups may have expanded their operations into central and eastern Europe, forming partnerships with criminal groups there. That region, including the Russian Federation, accounted for 2.3 per cent of total European cocaine seizures in 1995.

19. Although the total amount smuggled by them is still relatively small, west African trafficking groups are increasingly transporting cocaine from Latin America, either transiting Brazil directly to European destinations or travelling through African countries.

3. Cannabis

20. Estimates of the hectarage of global cannabis cultivation are more difficult to obtain than those of opium poppy or coca bush because of the significant amounts of wild growth of cannabis, the more dispersed nature of cannabis cultivation and the increasing amount of cannabis cultivated indoors. Current estimates suggest that South Africa, with more than 82,000 hectares under illicit cultivation, may be the world's largest outdoor producer of cannabis. Other major producers include the five countries of central Asia (with a combined area of about 170,000 hectares under illicit cannabis cultivation and wild growth), Morocco (some 50,000 hectares), Mexico (some 7,000 hectares) and Colombia (5,000 hectares). Significant areas of cannabis growth are also known to exist in the Afghanistan, Jamaica, Pakistan, United States and many countries in Africa.

Cannabis herb

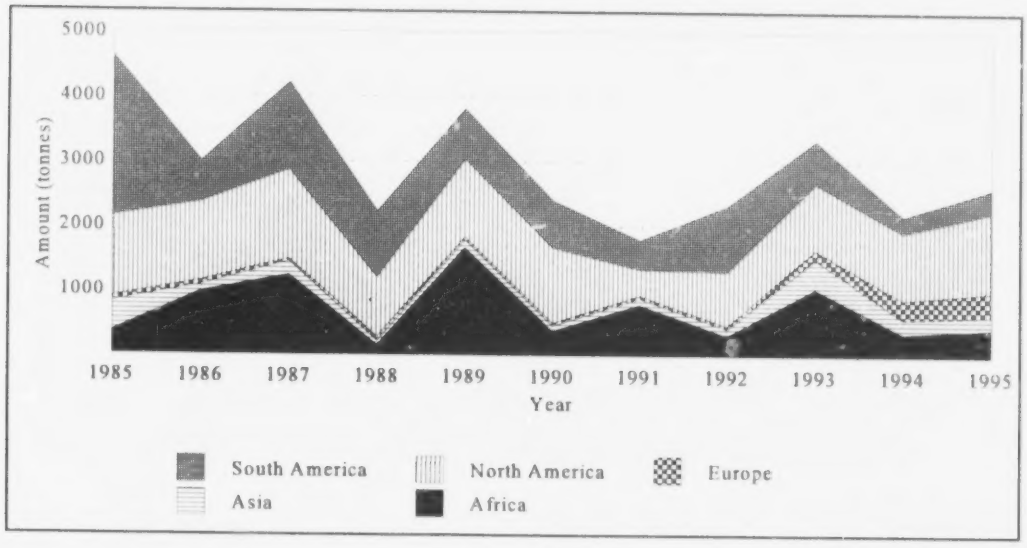
21. Figures on the range of cannabis production worldwide are not available. With an estimated production capacity of 175,000 tonnes in 1995, South Africa is one of the largest potential producers of cannabis herb. According to government reports, most of the locally produced herbal cannabis is for the local and neighbouring African consumer markets. Colombia (potential production 4,100 tonnes), Mexico (around 3,650 tonnes), African countries south of the Sahara and the central Asian countries are also major producers of herbal cannabis.

22. Indoor cannabis cultivation is on the increase. Hydroponic horticulture produces up to four crops a year, thus quadrupling the quantity produced from traditional methods. Moreover, indoor cultivation has led to the development of more potent strains of cannabis, such as sinsemilla. Indoor cannabis cultivation is particularly prevalent in the Netherlands, the United States, and central and eastern European countries. In 1995, more than 470,000 indoor-cultivated cannabis plants were seized in the Netherlands. The United States reported an average of more than 3,525 detected sites and the resulting seizure of an unknown number of cannabis plants per year between 1992 and 1994.

23. Laboratory tests have shown that cannabis cultivated indoors has a high tetrahydrocannabinol (THC) content, generally varying between 9 and 22 per cent and at times even higher,[6] instead of the average THC content of 0.5 to 4.0 per cent of outdoor cultivation. With its active ingredient so high, the psychoactive effect of cultivated cannabis can be powerfully hallucinogenic, making it a very different drug from the traditional plant whose abuse became popular in the 1960s. While the main market for indoor-cultivated cannabis is still domestic consumption, increasing amounts are being trafficked, in particular in eastern Europe. Indoor cultivation is hard to detect and traffickers using this method can avoid the risks involved in importing, transporting and storing cannabis from other continents.

24. Global seizures of cannabis herb are estimated to have declined from between 4,600 to 3,800 tonnes during 1985-1989 to around 2,400 to 3,000 tonnes during 1990-1993. In 1995, seizures increased by some 20 per cent over 1994 to a total of 2,642 tonnes. Seizures were distributed among the regions as shown in figure V, with the Americas accounting for 60 per cent of the total seizures of cannabis herb in 1995, followed by Africa (21 per cent) and Europe (12 per cent).

Figure V. Cannabis herb: seizures, by region, 1985-1995



Sources: Annual reports questionnaires received by the Secretary-General; World Customs Organization; and ICPO/Interpol.

25. In 1995, around 80 per cent of the cannabis herb seized in Europe originated in Colombia. Some 15 to 20 per cent came from Africa south of the Sahara, in particular from Congo, Ghana, Kenya, Nigeria, Senegal, South Africa and Zaire. A small amount of herbal cannabis was also supplied by Cambodia and Jamaica. There is limited traffic in cannabis from central Asia to eastern Europe, but traffic from this source has spread, mainly

within the countries of central Asia. Some 56 per cent of cannabis seizures in 1995 in Europe were made during transportation in commercial sea freight and 39 per cent during transportation by road. The Netherlands recorded the largest annual seizures of herbal cannabis in Europe in 1995, accounting for 74 per cent of the European total, while Belgium, France, Germany and Norway also seized substantial amounts of cannabis herb, together accounting for a further 20 per cent of the total seized in Europe.

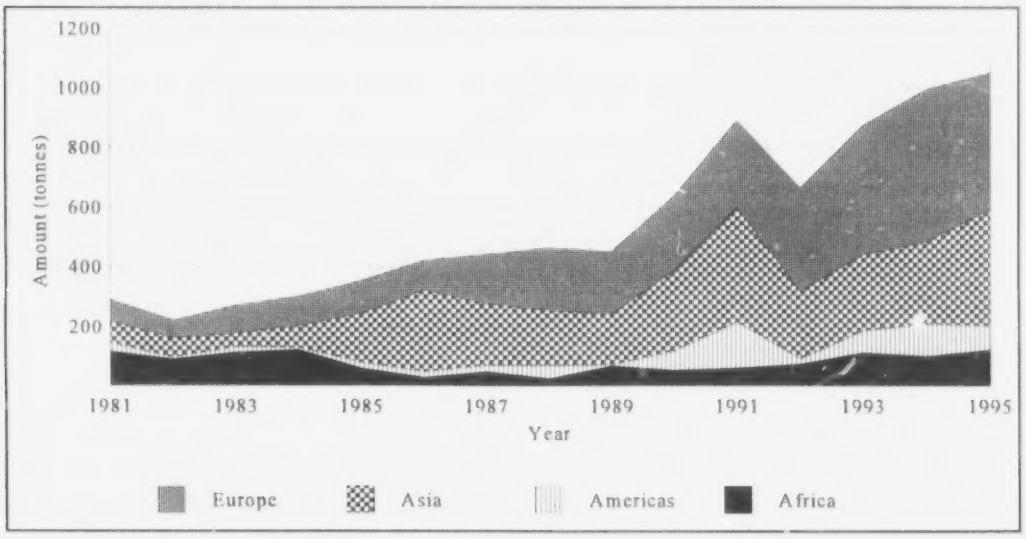
26. Mexico supplied around 50 per cent of the herbal cannabis available on the United States market, while domestic United States cultivation (mainly indoor) supplied approximately 25 per cent. The sources of approximately 15 per cent of United States cannabis seizures were Colombia and countries in the Caribbean and the Far East.[7]

Cannabis resin

27. Morocco remains the world's largest producer of cannabis resin. Reliable estimates of its total cannabis resin production capacity were not available, but it is noteworthy that Morocco alone seized more than 110 tonnes of resin in 1995. Afghanistan and Pakistan, with significantly less hectares under cannabis cultivation than Morocco, together produce about 1,000 tonnes and Lebanon produces about 545 tonnes annually.

28. Global seizures of cannabis resin increased steadily, from around 300 tonnes in 1981 to more than 1,050 tonnes in 1995. The latter represents a 25 per cent increase over the 1994 figure of 979 tonnes. As shown in figure VI, Europe accounted for 40 per cent of the global total in 1995, followed by Africa, where Morocco was the main seizure country, with one quarter of the global total. By comparison, in 1994 almost half of all seizures were made in Europe and only 10 per cent in Africa.

Figure VI. Cannabis resin: seizures, by region, 1981-1995



Sources: Annual reports questionnaires received by the Secretary-General; World Customs Organization; and ICPO/Interpol.

29. In 1995, around 80 per cent of all cannabis resin seized in Europe originated from Morocco and the remaining 20 per cent came from Pakistan and Lebanon. The main European entry points of cannabis resin were

Belgium, France Italy, Netherlands, Poland, Portugal, Russian Federation, Spain and United Kingdom accounted for more than 46 per cent of total European seizures of cannabis resin, followed by the Netherlands (almost 11 per cent), the United Kingdom and France (8.5 per cent each). In 1995, more than 7 per cent of the seizures in Europe were reported by central and eastern European countries, including the Russian Federation. The latter alone accounted for 5 per cent of the total amount seized in Europe in 1995. This represents a sharp increase from seizures made in 1994, when it accounted for only 0.37 per cent of the cannabis resin seizures in Europe.

30. In 1995, west European nationals (from Belgium, France, Germany, Italy, Netherlands, Poland, Spain and United Kingdom) made up 86 per cent of all traffickers arrested for cannabis trafficking in Europe. North African, mainly Moroccan, nationals accounted for about 7 per cent of the total traffickers arrested.[6] In the United States, Mexican drug trafficking organizations dominate cannabis trafficking.

4. Psychotropic substances

Stimulants

31. There has been a marked increase during the 1990s in the volume and geographical spread of amphetamine-type stimulants. In 1995, the report of the Secretariat on stimulants and the use of their precursors in the illicit manufacture of and trafficking in drugs (E/CN.7/1996/12) discussed past and present trends in the illicit traffic in amphetamine-type stimulants. A detailed and updated report on the subject, entitled *Amphetamine-type Stimulants: A Global Review*, was also published in 1996 in the UNDCP Technical Series.[8] The report of the Expert Meeting on Amphetamine-type Stimulants, held at Shanghai, China, from 25 to 29 November 1996 (E/CN.7/1997/6) will be submitted to the Commission on Narcotic Drugs at its fortieth session. Global seizure reports of amphetamine-type stimulants excluding substances of the "ecstasy" group provided by Member States (i.e. excluding seizures reported in litres or units) tripled in weight between 1990 and 1995 to 5.7 tonnes, a far stronger growth than was reported for global heroin seizures (29 per cent) or for cocaine (-14 per cent) over the same period of time, according to data received on annual reports questionnaires. In terms of reported seizure cases, amphetamine-type stimulants (73,400) already outnumbered reported cocaine seizure cases (27,600) and were equivalent to more than half of heroin seizure cases worldwide (130,800) in 1995. In terms of quantities seized, Europe accounted for 39 per cent, countries in the Far East, in south-east Asia and Oceania for 37 per cent and North America for 18 per cent of worldwide seizures of amphetamine-type stimulants (excluding "ecstasy") in 1995. Europe in particular has seen strong growth rates in trafficking in amphetamine-type stimulants in recent years.

Depressants

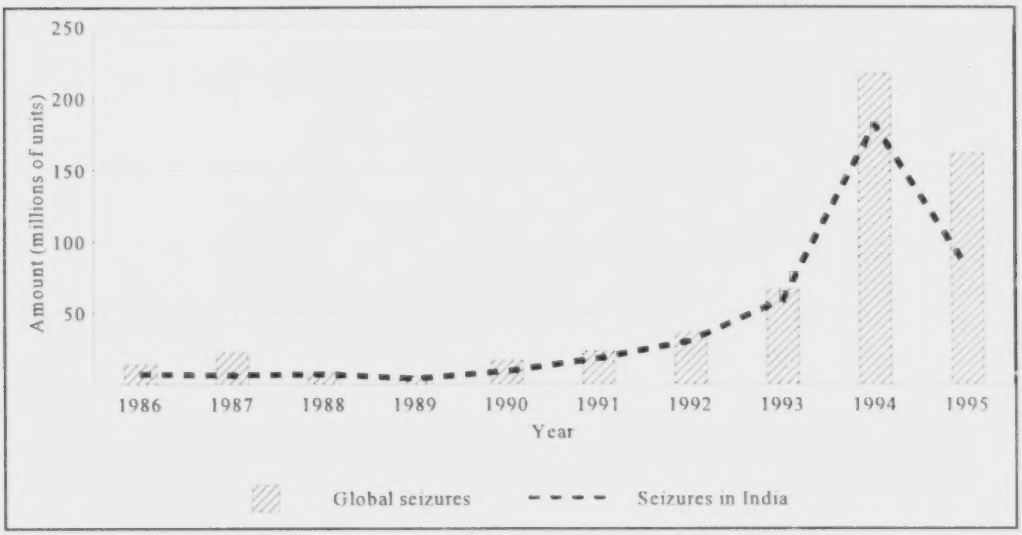
32. The reporting difficulties outlined in the introduction apply in particular to psychotropic substances. Global seizure data and trafficking trends for depressants other than methaqualone are not presented in the present paper, as the sparse and incomplete reports received by UNDCP on such substances do not permit reliable analysis or conclusions. Units and kilograms are reported separately for depressants other than methaqualone, since the form of preparation, the source of origin and the particular depressant to which they are related are not known.

33. Seizures of methaqualone were reported by only a relatively small number of countries. For 1995, 15 countries, mainly in east and southern Africa, reported seizures of methaqualone, as compared with 12 countries in 1994. India remains the largest illicit source of methaqualone and the country that reported the greatest volume of seizures. Figure VII shows the increasing trend since the early 1990s.

34. The large number of both seizures (456) and amounts seized reported for 1994 indicate increased law enforcement results during that year. In 1995, one seizure amounting to nearly one fifth of the annual total of 181 million units of methaqualone was made in November 1995 in India when a clandestine laboratory was

detected and dismantled. The Philippines, with reported seizures of 28,000 units in 1994, did not report seizures in 1995. Zambia made larger seizures of methaqualone than in 1994 and seized a total amount of 78.2 million units in 1995, which was the highest seizure figure reported by a southern African country over the last 10 years.

Figure VII. Methaqualone: global seizures and seizures in India, 1986-1995



Sources: Annual reports questionnaires received by the Secretary-General; World Customs Organization; and ICPO/Interpol.

Note: Seizures reported in kilograms have been converted to units using the following equation: 1 unit = 250 milligrams.

35. For depressants other than methaqualone, 39 countries and territories reported seizures. Hong Kong led, with over 318,000 units seized in 1995, followed by the United States, with around 300,000, Egypt with 178,000, Japan 80,000 and Indonesia 48,000. A significant change from 1994, when the United States alone reported record seizures of more than 25 million units, or more than 90 per cent of the total of 27.5 million units seized worldwide, is that the share of Asian and Pacific countries in global depressant seizures in 1995 was above 44 per cent, as compared with between 6.5 and 39 per cent over the last 10 years. In 1995, other areas contributed as follows: United States (25 per cent of global seizures), Near and Middle East (17.5 per cent), Africa (7 per cent) and Europe (6 per cent).

Lysergic acid diethylamide

36. It is difficult to discern global or geographical trends from seizure data on lysergic acid diethylamide (LSD), as the reported global figures are often strongly influenced by one or a few bulk seizures in one country or region. LSD is not only particularly easy to disguise, owing to its extremely small volume and low weight, but international trafficking is also less prevalent for it than for other illicit drugs since it is trafficked domestically or within regions. For these reasons, internationally reported seizures tend to be extremely variable and are less an indicator of trafficking than for other types of drugs.

37. Notwithstanding the above uncertainties, it is still noteworthy that overall seizure reports for LSD in the 1990s registered steady and, in 1993 and 1995, sharp increases. Reported seizures rose from 217,000 units in 1990 to over 1.3 million in 1993 and 668,000 in 1994, reaching a new record total of more than 3 million units in 1995. Over the period, the United States generally reported the largest volumes of seizures, followed by west European countries. However, in 1995, LSD seizures were made mainly in Japan, which reported more than 2.2 million units, or 78 per cent of the worldwide LSD seizures, out of which a single seizure accounted for almost 99 per cent of the total volume seized. The other seizures were made in European countries (almost 20 per cent in 1995) and in 24 other countries, of which Argentina, Canada and New Zealand reported the highest totals.

5. Precursors

38. Precursors and essential chemicals control, as well as illicit trafficking in such chemicals, are reviewed in detail in the report of the International Narcotics Control Board for 1996 on the implementation of article 12 of the United Nations Convention against Illicit Traffic in Narcotic Drugs and Psychotropic Substances of 1988.[9] The following paragraphs thus summarize the main findings of that report and present an overview of current global trends.

Precursors used in the illicit manufacture of heroin and cocaine

39. The internationally controlled solvents used in the illicit manufacture of heroin and cocaine are acetone, ethyl ether, methyl ethyl ketone and toluene. Total seizures of acetone fluctuated between approximately 560,000 and 960,000 litres in the 1990s, with no clear discernible trends. Seizures of ethyl ether, on the other hand, clearly declined in the 1990s, ranging between approximately 200,000 and 290,000 litres from 1993 to 1995, compared with more than 1,100,000 litres in 1991. Total seizures of methyl ethyl ketone, also fluctuated, rising from an average of approximately 300,000 litres in the early 1990s to more than 1,540,000 litres in 1994, but falling sharply in 1995 to only 4,500 litres, while total seizures of toluene rose sharply in mid-1990s, from approximately 1,000 litres from 1991 to 1993 to more than 200,000 litres in 1994 and 1995. Seizures of hydrochloric acid and sulphuric acid, also used for manufacturing heroin and cocaine, decreased in 1995 in relation to their average levels in the 1990s. At 67,500 litres, overall seizures of hydrochloric acid in 1995 were almost half the amount seized in 1992 and 1993, and more than 75 per cent lower than 1994. However, in 1995, Peru reported a 40 per cent increase in seizures of hydrochloric acid over the previous years. Total seizures of sulphuric acid rose between 1991 and 1994, but fell sharply in 1995 to around 275,000 litres, which is half the amount seized in 1994 and almost 40 per cent less than the amount seized in 1993.

40. One reason for the reported declines in seizures of controlled precursors could be found in the fact that a substantial number (23) of other non-scheduled solvents, such as methylene chloride, chloroform and hexane, and mixtures such as thinners and aliphatic solvents, have also been reported seized. Indications that traffickers are increasingly using non-scheduled solvents for illicit cocaine processing were provided, *inter alia*, by the results of chemical analysis of cocaine seizure samples in the United States, which identified non-scheduled precursor substances in more than 50 per cent of the samples tested. All data indicate a diversification of cocaine processing and manufacturing in the Andean region.

41. On the average, a steady increase since 1989 may be observed in seizures of acetic anhydride, a key chemical used in illicit heroin manufacture. The previous record seizure figure of 83,000 litres in 1994 increased by more than 40 per cent with the 1995 total seizure of 117,700 litres. The chemicals are mainly smuggled from India into Pakistan or Afghanistan, from or through the States of the Persian Gulf and central Asian countries of the Commonwealth of Independent States (CIS), from Europe into and through Turkey, and into south-east Asian producer countries from China.

Precursors used in the illicit manufacture of psychotropic substances

42. Detailed summaries for precursors (including both substances listed in the tables of the 1988 Convention and others not listed) used in the illicit manufacture of amphetamine-type stimulants are contained in the report of the Expert Meeting on Amphetamine-type Stimulants held at Shanghai, China, in November 1996 (E/CN.7/1997/6) and are therefore not included here. It should also be noted that the seizure reports for precursors used for illicit manufacture of psychotropic substances do not reflect the actual extent of illicit manufacture of those substances.

43. Apart from acetic anhydride, the other main precursors required for the manufacture of methaqualone are anthranilic acid and *N*-acetylanthranilic acid. Global seizures of *N*-acetylanthranilic acid rose from unspecified small amounts in the early 1990s to approximately 30 kilograms in 1995, while total seizures of anthranilic acid fluctuated between 39 and 46 kilograms between 1991 and 1995. Most of the *N*-acetylanthranilic acid seizures were recorded in India and South Africa, while seizures of anthranilic acid were recorded mostly in east and southern Africa and Europe.

44. Relatively small amounts of precursors are required for illicit manufacture of LSD and for the period 1990-1994 the International Narcotics Control Board received only five seizure reports on the three LSD precursors scheduled under the 1988 Convention (ergometrine, ergotamine, lysergic acid). In 1995, only ergotamine seizures were reported, by the Russian Federation (30 kilograms), Canada (15 kilograms) and Australia (a few grams).

B. Trends in the geographical spread of illicit drug traffic

45. This section reviews and analyses the major trends in the geographical spread of illicit drug trafficking. Indicators used for this review are reports on annual seizure volumes in certain countries and subregions, reports on existing trafficking routes and estimates of the amounts transported along those routes. The latter estimates are based on an assessment of the difference between estimated availability and actual seizures of certain substances, for example, opiates and cocaine, and conclusions drawn from amounts of reported consumption of drugs in the countries of destination. Maps depicting the extent of the geographical spread of illicit drug trafficking in the past decade, from 1985 to 1995, are attached as an annex to the present report. The spread of international heroin trafficking in the last decade is depicted by maps 1 to 4. The emergence of Afghanistan in south-west Asia and Myanmar in south-east Asia as the two biggest global producers of opiates is clearly indicated. The rise in heroin and morphine seizures in the countries sharing borders with Afghanistan and Myanmar suggests the intensive use of transit countries to transport large quantities of heroin to markets in Europe and North America. From 1985 to 1995, heroin and morphine seizures have increased sevenfold in the Islamic Republic of Iran and almost doubled in Pakistan. New transit countries have emerged in south-east Asia, for instance, China, Cambodia and Viet Nam. Heroin seizures in China, for example, rose from insignificant amounts in 1984 to 2.4 tonnes in 1995. The extent of rise in international cocaine trafficking can be seen in maps 5 and 6. The volume of cocaine seizures in the United States, one of the main markets, rose fourfold from 1985 to 1995. Cocaine seizures in the producer countries also sharply increased: by almost tenfold in the case of Peru, and fourfold in the case of Colombia. The emergence of Mexico and the Caribbean islands as transit points for cocaine trafficking is also clearly indicated: cocaine seizures rose tenfold in Mexico and threefold in the Caribbean during the period under review.

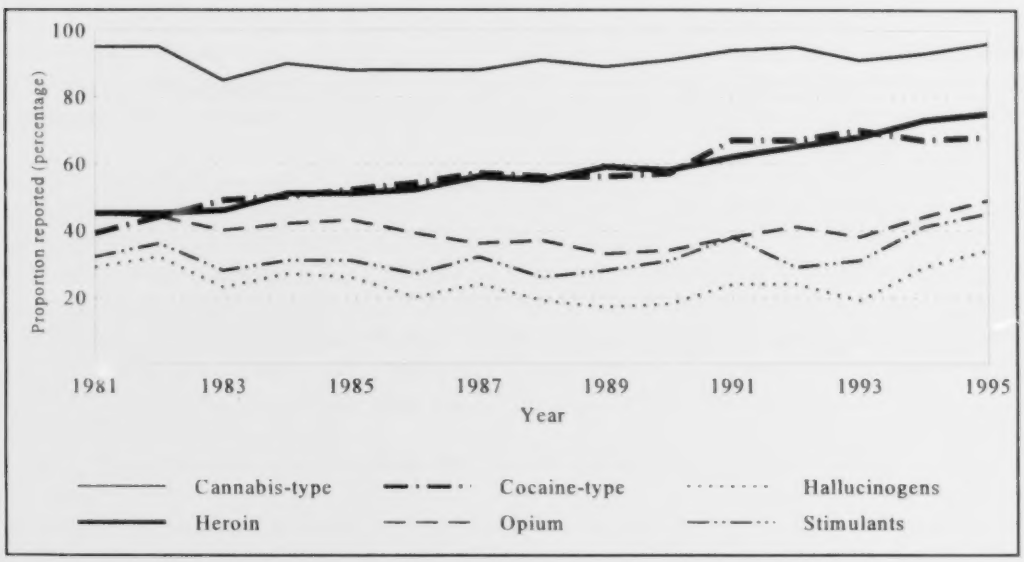
1. Countries reporting seizures by drug type

46. Another significant feature of international drug trafficking in recent years is the extent to which trafficking and abuse has spread to countries previously unaffected. A useful though not comprehensive way of examining this geographical spread is to monitor changes occurring in reporting patterns in relation both to countries or regions and to illicit substances reported on. In the paragraphs below, as well as in figure VIII, the percentage

of countries reporting seizures of illicit drugs recorded with UNDCP over a 15-year period, from 1981 to 1995, is used as a crude measurement for assessing the geographical spread of illicit drug trafficking at the beginning and towards the end of the period under review.

47. The data indicate that cannabis was the most prevalent drug in the period under review, with about 95 per cent of all countries including cannabis seizures in their reports to UNDCP. While the proportion of countries with cannabis seizures remained the same, the total number of countries reporting cannabis seizures increased from 108 in 1980 to 125 in 1995. With the exception of increasing numbers of country reports from central and eastern European and CIS countries in the early 1990s, no significant regional changes occurred. What did change was the reported amounts seized. For cannabis herb, amounts decreased from 5,805 tonnes in 1980 to 3,024 in 1995, and for resin they increased from 171 to 1,059 tonnes.

Figure VIII. Proportion of countries that reported drug seizures, by drug type, 1981-1995



Source: Data bank of the United Nations International Drug Control Programme.

48. The sharpest and most consistent increase has been in the percentage of countries reporting seizures of heroin and cocaine. In 1980, 44, or 38 per cent of all reporting countries, reported on cocaine seizures, compared with 88 reporting countries, or 68 per cent, in 1995. Significant changes also occurred in the geographical spread as of the mid-1980s, when European countries became seriously affected by cocaine trafficking and abuse. In the early 1990s, cocaine trafficking emerged in central and eastern European and CIS countries. By 1995, 12 central and eastern European and CIS countries, 20 African and 14 Caribbean countries were reporting on cocaine seizures. While the total amount seized in those countries is still very limited in terms of the overall global picture, the situation may be compared with that in Europe in the late 1970s and early 1980s when cocaine seizures started to rise. The number of countries reporting on cocaine doubled, but the overall amount of reported seizures increased more than twentyfold, from 11.8 tonnes in 1980 to 251 tonnes in 1995.

49. For heroin, the share of reporting countries increased even more significantly, from 51, or 45 per cent of all reporting countries, in 1980, to 97, or 75 per cent, in 1995. International opium trafficking has nevertheless developed at a much slower pace than heroin trafficking and the percentage of countries that reported opium seizures increased from 45 per cent in 1980 to only 50 per cent in 1995. This may be caused by the relatively smaller spread of opium trafficking as a result of its bulkier mass and the greater profitability of heroin, which leads to more opium being set aside locally for refining into heroin. A new development in the early 1990s was the reporting from Latin American countries of rising opium cultivation and increasing numbers of heroin seizures in that region. In the mid-1990s, more reports of heroin seizures were also registered from central European and Asian CIS countries, rising from 13 countries reporting in 1993 to 18 in 1995. In recent years, other countries, such as Saudi Arabia and Zambia, also began to submit reports. While the number of countries reporting heroin seizures increased by 90 per cent, the overall increase in reported seizure amounts over the period under review was almost 14 times higher (from 2.5 tonnes in 1980 to 31.1 tonnes in 1995).

50. A universal trend on the reporting of psychotropic substances is difficult to identify, as the different groups of substances showed different developments. Amphetamine-type stimulants have demonstrated a rising trend, increasing from 32 per cent, or 36 reporting countries, in 1980, to 45 per cent, or 58 countries, in 1995, and a steadily rising trend could be observed when central and eastern European and CIS countries began to report in the early 1990s. Other main reporting countries were African and Asian. The number of countries reporting on depressants (mainly methaqualone, benzodiazapine tranquillizers and barbiturates), hallucinogens (including LSD) and synthetic narcotics generally declined after 1987. As of 1994, however, a new upward trend was observed, which continued in 1995.

51. The percentage of countries reporting seizures is just one tool for examining the geographical diffusion of illicit drug trafficking and the figures need to be interpreted with caution in view of the fact that failure by a country to report may be due to administrative factors. Nevertheless, it is clear that since the 1990s all of the main substances have spread to many different parts of the world and that there are apparently few limits upon a traditional drug of one region spreading to other regions. Recent demand-side indicators further support this proposition and provide evidence that major increases in the spread of drug trafficking occurred in the 1990s.

2. Regional and subregional trends in the spread of drug trafficking

52. The paragraphs below describe the spread of trafficking, mainly in heroin and cocaine, in some countries and regions where significant changes and new developments other than those described in paragraphs 4 to 44 above have occurred over recent years. This applies in particular to certain central and eastern European and CIS countries, Africa south of the Sahara and the Caribbean region, for which overviews are given below. All these countries have experienced an increase in trafficking in recent years and an increasing number are in the process of moving away from being mainly transit zones and turning into centres of reloading, redistribution and reorganization of illicit drug shipments and, at times, consumer countries as well. Although in terms of weight the reported seized amounts in these areas (in particular Africa) may not be very large on a global scale, the fact that annual seizures show a rising trend in the 1990s as a whole indicates the growing importance of those areas for illicit drug trafficking. Furthermore, reports received from other countries indicated clearly that the regions were used as transit points for major drug shipments, which were then seized in other regions. The relatively small volume of annual seizures reported by those regions could, therefore, also be attributed to incipient or weak law enforcement structures and legislation, inadequate human and technical resources available for strengthening law enforcement efforts and particular reporting difficulties.

53. Some of the countries and regions reported on below are not necessarily reporting seizures for the first time in recent years, but they have seen a major change in ranking as regards their share of total seizures of heroin,

cocaine and, at times, psychotropic substances. In addition to major drug seizures made by certain countries mentioned in section A above, further details on seized amounts by country will be contained in a conference room paper on seizures of illicit drugs.

Africa

54. From 1990 to 1995, the drug situation on the African continent and the reporting on it have seen significant changes. It should be noted that the decrease in the total number of reporting countries in the 1990s could be a reflection of increasing national data collection and reporting problems, but also a sign of change in patterns of reporting to UNDCP. The Programme will follow up on this question directly with Governments . From 1990 to 1995, the number of countries reporting heroin seizures remained, in general, stable. While the amount of heroin seized in the 1990s was, on average, higher than in the 1980s, the total annual amount seized has slightly declined since 1993. The data seem to indicate a slight decline in heroin trafficking in Africa in recent years. The number of countries reporting cocaine seizures rose in the 1990s, but the amount of cocaine seized, while much higher than the average level in the 1980s, tended to fluctuate and did not register a steady rise. The data clearly indicate a rise in cocaine trafficking in Africa in the 1990s.

55. For psychotropic substances, many African countries indicated large amounts of aggregate annual seizures. For example, large volumes of depressants (excluding methaqualone) were reported to have been seized in 1995 by Côte d'Ivoire, Gambia, Ghana, Mali, Mauritius and Zambia.

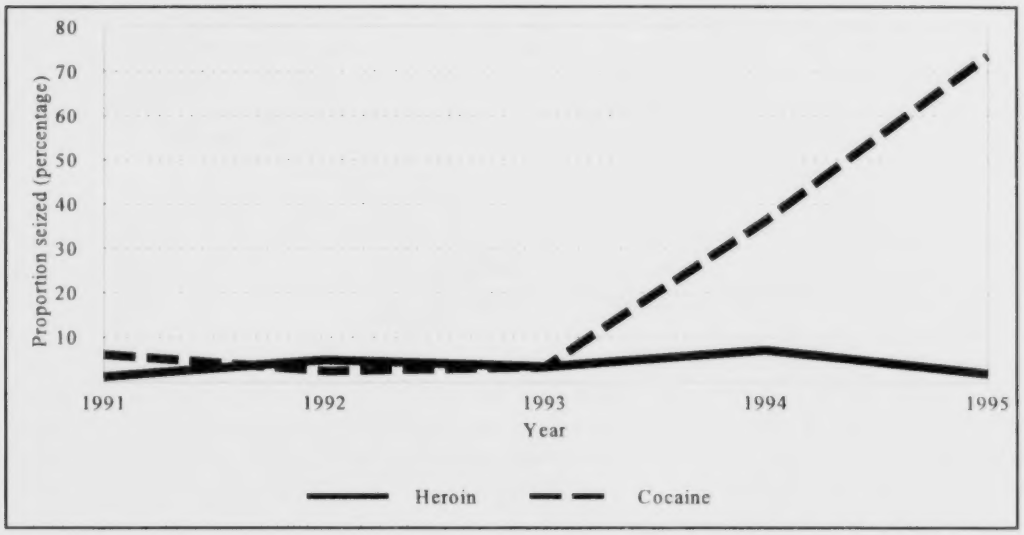
56. Nationals from west African countries, mainly Nigerian groups, continue to be involved in heroin trafficking to both the United States and Europe. According to ICPO/Interpol and the World Customs Organization, the number of cocaine couriers from those countries and, increasingly, southern African countries arrested in Europe also continues to rise. These couriers either travel directly from Latin America (mainly Brazil) or transit through African countries in order to disguise their point of embarkation. Other major trafficking problems are the shipment of bulk loads of cocaine from Latin America and of psychotropic substances from Asia and cannabis shipments through southern and eastern African seaports destined for overland transport through Africa or for reloading, mainly to European seaports.

57. Because of its geographical location on the major trafficking routes between the drug producing countries in Asia and South America and its now rapidly expanding international trade links with consumer countries in Europe, North America and Latin America, South Africa is an attractive transit country to drug traffickers. Consequently, South Africa has recorded the sharpest and most consistent increase in the spread of cocaine and heroin trafficking in Africa in recent years. As shown in figure IX, South African seizures of cocaine as a proportion of total African seizures have risen steeply, from 2.4 per cent in 1992 to 73 per cent (or, in weight, 187 kilograms out of 255 kilograms), in 1995. The increasing amounts of cocaine seized in South Africa in the 1990s and the large numbers of seizures made would indicate the regular use of that country as a transit point. Law enforcement reports suggest that relatively large amounts of cocaine are also smuggled by sea to South Africa from Brazil. The relatively greater expansion of cocaine trafficking in South Africa compared with that of heroin can be explained in part by the growing domestic abuse of cocaine and crack cocaine. Government sources reported that in 1994 40 per cent of the total traffic in cocaine in South Africa was destined for the domestic market.[10]

58. Heroin seizures in South Africa as a proportion of total African seizures increased from 0.12 per cent in 1991 to over 7 per cent or, in weight, to 24 kilograms out of 348 kilograms for all Africa in 1994. While seizures of heroin in South Africa decreased sharply in 1995, as in Africa as a whole, they represented a higher proportion of the African total than in the early 1990s. Heroin is transported to South Africa from the source countries in Asia mainly by couriers travelling on commercial air flights.

59. The extent of the drug problem in South Africa and the difficulties involved in addressing the problem can best be illustrated by a recent national presentation on the existence of organized crime groups in South Africa, which indicated the presence in the country of 136 known crime syndicates involved in drug trafficking. Of these, 76 were known to operate internationally and 38 had their base on the African continent. South African government sources also indicated a strong presence of Nigerian trafficking groups.[11]

Figure IX. Heroin and cocaine: seizures in South Africa as a proportion of total African seizures, 1991-1995



Sources: Annual reports questionnaires received by the Secretary-General; World Customs Organization; and ICPO/Interpol.

The Caribbean

60. Its cultural and linguistic ties with both the United States and Europe, its geographical proximity to the United States mainland and its weak institutional structures contribute to the continued use of the Caribbean subregion as a major transit point in international drug trafficking.

61. Figures taken from the UNDCP data bank indicate that the number of countries reporting both heroin and cocaine fluctuated between 1990 and 1995. The amounts of cocaine seized declined sharply from 1990 to 1995, while the amounts of heroin seized rose, although in terms of weight much more cocaine was seized than heroin. It is known, however, and will be discussed below that only a small portion of the estimated flow of drugs into and through Caribbean islands is actually seized within the region, as the reporting and law enforcement interdiction capacities are still limited in most countries of the region. There is relative ease of access to the islands by both private aeroplanes and sea vessels. In addition, given the increasing flow of commercial trade through this zone, on the one hand, and resource constraints on law enforcement authorities coupled with the lack of effective regional communication and cooperation mechanisms between Caribbean countries on the other, the relatively small number and size of reported seizures is not surprising. Another possible explanation for the irregularity of peaks and troughs in Caribbean cocaine seizures was offered by the United States

authorities, namely, the increased use of the Mexican border as the main entry point of cocaine consignments into the United States, as traffickers responded to tightened Caribbean law enforcement efforts.[12]

62. Overall, regional reports and international meetings have concluded that the amounts of drugs being trafficked through the Caribbean continue to rise more rapidly than local seizure and interception rates suggest. Large seizures are regularly made in the countries of final destination, particularly in the United States and Europe, in which the use of the Caribbean islands as transit points is confirmed. One of the largest cocaine hauls in Europe in 1995 was made at the Polish port of Gdansk, when 217 kilograms of cocaine were seized from a container vessel from Jamaica.

63. According to UNDCP field office reports, and in contrast to the picture given in the above summary of annual reports questionnaires presented to UNDCP, drug trafficking is on the increase in the Caribbean. Figures provided at the meeting of the United States Joint Inter-agency Task Force, held on 26 August 1996 in Florida, also show an alarming trend. It was calculated that, in 1995, out of the total estimated 78 tonnes of cocaine seized in transit between the United States and the producer countries of Latin America, 38 tonnes, or 48.7 per cent, were seized in or after transit through the west, central and east Caribbean (and 40 tonnes, or 51.2 per cent, of the total 78 tonnes were seized after transit through Mexico and Central America). The report of the meeting also states that, at any given time, more than 394 tonnes (38 per cent) of the total cocaine produced in the source countries transit the Caribbean to reach North American and European markets. Out of these 394 tonnes, 60 tonnes transit the west Caribbean (towards Belize, Mexico, the Cayman Islands, Jamaica and Cuba), 154 tonnes the central and east Caribbean towards the United States and 180 tonnes transit the Caribbean towards Europe.

64. Major cocaine seizures in the Caribbean in 1995 were reported by Bahamas (391 kilograms), British Virgin Islands (1.2 tonnes), Dominican Republic (4.4 tonnes), Jamaica (571 kilograms) and Trinidad and Tobago (110 kilograms). Significant seizures in Puerto Rico were also cited in the report of January 1995 of the National Narcotics Intelligence Consumers Committee: the United States Coast Guard and the United States Customs Service recovered 10 bales containing 500 kilograms of cocaine following an airdrop in Puerto Rican waters; and Puerto Rican police and the United States Customs Service discovered another 21 bales containing 913 kilograms of cocaine. United States sources also estimate that 84 tonnes of cocaine transit Puerto Rico en route to mainland United States markets each year. In addition to the central Caribbean, islands in the periphery closer to the source countries in Latin America have also reported increases in drug trafficking. Recent UNDCP field office reports indicate that between 6 and 7 tonnes of cocaine transit Suriname annually.

65. In addition to the enhanced cocaine trafficking estimates, latest available UNDCP field office reports indicate that more heroin was seized during the first six months of 1996 than in the same period in 1995. This conforms to the trend reported by Caribbean countries for 1994-1995 and confirms the clear upward trend in heroin trafficking in that area. From 1988 to 1995, the overall Caribbean share of heroin seizures in the Americas rose from 0.02 per cent to approximately 4 per cent. While still small in terms of volume, that is, below 10 kilograms, these seizures indicate the increasing use of Caribbean drug trafficking links to transport heroin.

66. There are indications that drug traffickers are relying increasingly relying on commercial and non-commercial maritime vessels to transport illicit drug consignments. According to UNDCP field office reports, the number of known drug trafficking incidents connected with aircraft in the Caribbean declined by about 65 per cent from 1992 to 1995, while known maritime incidents increased by about 40 per cent during the same period. United States authorities believe that over 100 trafficking groups are active in the Caribbean.[13]

Europe

67. Europe continues to be a major trafficking and consumption region for all main drugs of abuse, such as heroin, cocaine, cannabis and psychotropic substances. Both the number of countries reporting heroin and cocaine seizures as well as amounts of these drugs seized increased in the 1990s compared with the previous decade, although the amounts seized registered the steeper rise.

68. As summarized in section A above, one of the key issues continues to be the trafficking of heroin along the Balkan route and its new diversions through central and eastern European countries. In 1995, record seizures of heroin were made in Turkey (3.5 tonnes in 1995, 2.2 in 1994), which was the country with the largest heroin seizures in the region in that year. While increasing amounts of drugs are trafficked in a combination of land and sea-route traffic, overland trafficking using commercial lorry shipments is still a preferred trafficking option. In 1995, more than 1.3 tonnes of heroin were seized in only 20 seizures from TIR trucks (1.9 tonnes in 28 TIR trucks in 1994). Seizures made from other vehicles are increasing and totalled 1.2 tonnes from 112 cases in 1995.[14] Turkish trafficking networks dominate the heroin trade and maintain close links with Netherlands, German, Italian and Spanish syndicates. Other traffickers arrested for heroin trafficking were from countries of the former Yugoslavia, other European countries, countries in Africa and the Islamic Republic of Iran.

69. A trend that was already observed in 1992 continued and further increased in 1995, namely, the involvement of central and eastern European and CIS countries in illicit drug trafficking. Figure X shows annual seizures in eastern Europe and CIS as a proportion of annual seizures in Europe over the period from 1990 to 1995.*

70. Eastern European and CIS countries are used as transit points by both heroin and cocaine traffickers who continue to exploit the region's growing international transportation links and emerging institutional structures. Those areas account for a rising proportion of both heroin and cocaine seizures made in Europe in the 1990s. Heroin seizures in eastern Europe and CIS as a proportion of the European total rose from 5 per cent in 1989 to 12 per cent in 1995, with a peak at 21 per cent in 1994. The actual weight of heroin seized in east Europe was 1,200 kilograms in 1995 (out of 10.0 tonnes seized in all of Europe) and 2,400 kilograms in 1994 (11 tonnes seized in all Europe). In 1995, Hungary accounted for almost 6.0 per cent and Bulgaria for 2.0 per cent of the total heroin seized in Europe. It may be interesting to note that, in the 1990s, the average seizure weight of certain countries in eastern Europe, such as Hungary (12 kilograms in 1995) and Poland (12.8 kilograms in 1994), tends to be the highest in Europe. Romania, the Russian Federation and the former Yugoslav Republic of Macedonia, with an average weight of approximately 2.5 kilograms, also recorded much higher average seizure weights than those in west European countries. In 1994-1995, only the Netherlands had higher average seizure weights (6.6 kilograms); the United Kingdom was next with 0.8 kilogram. The seizure patterns in central European and CIS countries may be explained in part by different drug trafficking problems in those countries, namely, lower apparent domestic consumption and therefore fewer small-scale seizures related to domestic drug problems. They also reveal that most of the seizures were either a result of detection efforts at borders or other larger cases resulting from targeted law enforcement operations.

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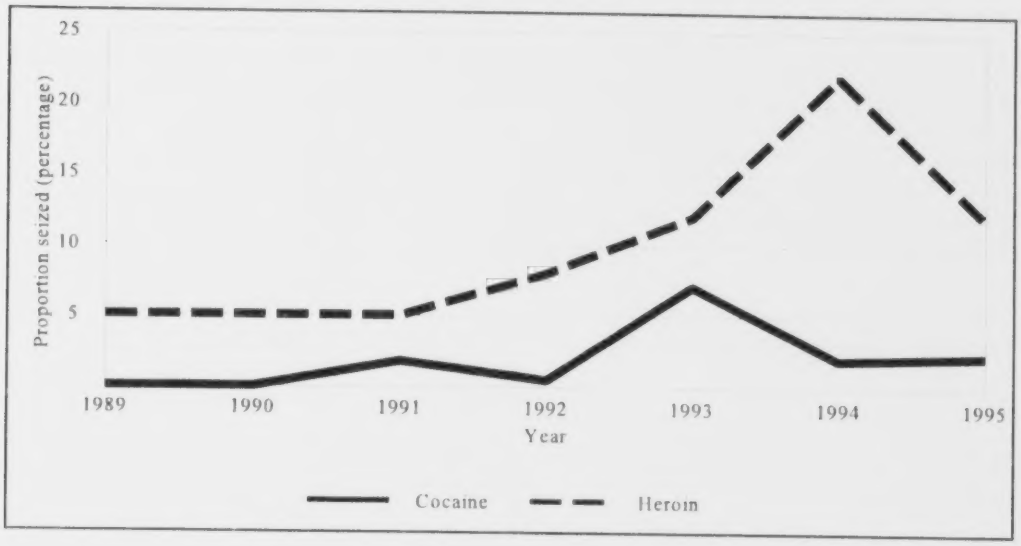
*The term "eastern Europe and CIS" as used here includes Albania, Belarus, Bosnia and Herzegovina, Bulgaria, Croatia, Cyprus, Czech Republic, Estonia, Hungary, Latvia, Lithuania, Poland, Republic of Moldova, Romania, Russian Federation, Slovakia, Slovenia, the former Yugoslav Republic of Macedonia, Ukraine and Yugoslavia; the term "Europe" includes all other European countries.

Figure X. Heroin and cocaine: seizures in eastern Europe and the Commonwealth of Independent States as a proportion of total European seizures, 1989-1995



Sources: Annual reports questionnaires received by the Secretary-General; World Customs Organization and ICPO/Interpol.

71. Seizures of cocaine in eastern European and CIS countries as a proportion of the European total rose from 0.1 per cent in 1989 to 4.0 per cent in 1995, with a peak of 7 per cent in 1993. The actual weight of cocaine seized in central and eastern Europe was 880 kilograms in 1995 (22,160 kilograms seized in all Europe) and 1,325 kilograms in 1993 (18,570 kilograms seized in all Europe). During the early 1990s, the average weight of cocaine seizures in central and eastern Europe increased, that is, the size of intercepted cocaine shipments increased, while the number of interceptions fell. Relatively large seizures were made in the Russian Federation (which ranked twenty-fifth in worldwide cocaine seizures in 1995), Poland and Romania from 1993 to 1995. In 1995, the average cocaine seizure weight in Romania (2.6 kilograms), for example, was second in Europe only to that of the Netherlands (10.5 kilograms).

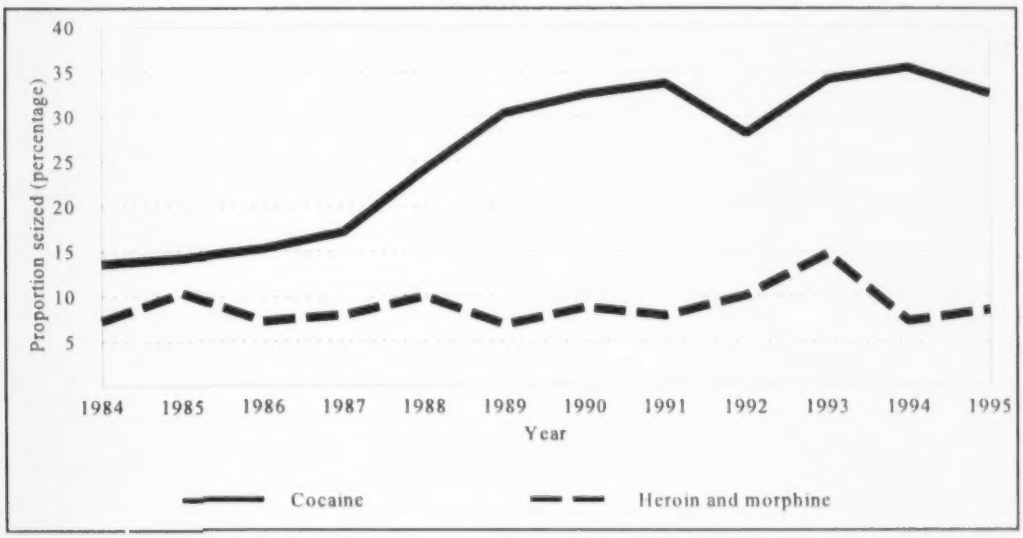
II. FACTORS INFLUENCING TRENDS IN ILLICIT TRAFFICKING

72. The following pages review and analyse certain factors that are known to have a significant influence on both the extent and specific patterns of drug trafficking. They therefore also have an impact on related law enforcement action. This analysis is considered a starting point and focuses on two main elements: (a) global interception rates at a time of expansion of international trade and transportation and improved illicit drug trafficking methods; and (b) law enforcement approaches applied in order to improve interception rates and their range of application in selected key trafficking regions. The 1988 Convention refers to a number of law enforcement approaches that are relevant for the improvement of interception rates and interdiction results. The present report focuses on two such approaches, which are usefully illustrated by the data available to UNDCP.

A. Global rates of interception of heroin and cocaine at a time of expansion of international trade and transportation and improved drug trafficking methods

73. The interception rate presented in figure XI for the period from 1984 to 1995 is the percentage of the estimated heroin and cocaine manufactured that was actually reported seized.* As shown, the estimated heroin interception rate stayed fairly stable, ranging from 7 to 10 per cent, except for a peak of 14.7 per cent in 1993. The increase in 1993 almost certainly reflects increased European and south-west Asian law enforcement efforts to curb drug trafficking along the Balkan route and its subroutes. The estimated interception rate of cocaine, on the other hand, rose consistently through the 1980s and stabilized at around 33 per cent in the 1990s, which reflects, in large part, the increased law enforcement efforts in the Americas during that period.

Figure XI. Heroin, morphine and cocaine: global interception rate estimates, 1984-1995



Sources: Annual reports questionnaires received by the Secretary-General; World Customs Organization; ICPO/Interpol; and government sources.

74. One of the reasons for the higher interception rate of cocaine compared with that of heroin can be found in the different transportation methods as described in chapter I and briefly summarized below, that is, the more frequent use of bulk shipments and container cargo for cocaine trafficking, as well as the improved interception of major cocaine supplies in or close to the source regions. Furthermore, since the annual cocaine supply in the 1990s was estimated to be some 46 per cent higher than that of heroin, law enforcement programmes in source and main consumer regions might have been more targeted and prioritized at cocaine than at heroin interdiction.

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*The rate is presented as a point estimate, when observed over an extended range for any given year. This method of estimate, when observed over an extended period of time, provides a reasonably reliable indicator of trends in illicit drug trafficking.

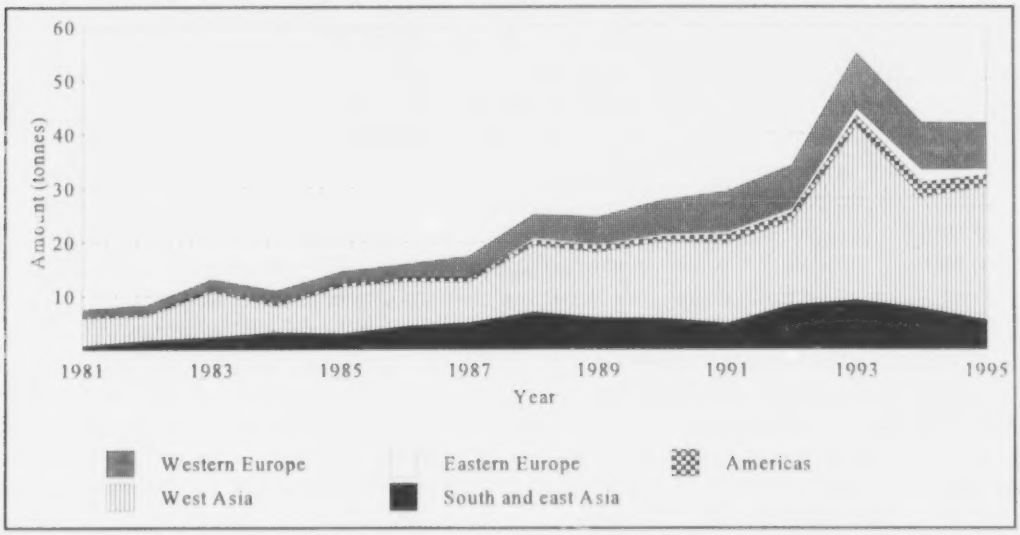
75. The methods of heroin and cocaine trafficking in selected regions described above illustrate how drug traffickers can switch to transportation modes and trafficking routes that lower their risks. Risk of loss of the drug shipments can be minimized by dividing large transactions into multiple consignments and combining transportation modes, for example, combining use of commercial and private motor vehicles, or combining land and sea transport for heroin shipments, as in Europe. Where traffickers prefer to transport bulk shipments, in particular for cocaine and cannabis, they can take advantage of new routes through developing countries and countries with economies in transition where adequate law enforcement programmes and resources for interdiction have not yet been developed. The risk of trafficking organizations being detected as a result of seizures can also be lowered by using large numbers of unskilled and cheap couriers to forward relatively small amounts of heroin and cocaine within regions or through transit regions that are not too distant from the final destination and less suspicious to enforcement agencies than the known source countries. Evidence for the increasing use of this mode for trafficking heroin and cocaine into consumer regions has been provided above, in particular in the sections dealing with trafficking and trade in Africa and the Caribbean.

76. Another option to reduce the traffickers' risk is the exploitation of commercial trade channels for contraband and it has often been suggested that increases in trade and tourism present a greater range of opportunity for smuggling drugs. For cocaine and heroin, in particular, intercontinental transportation is the necessary link between the producer countries and the lucrative markets in advanced industrialized economies and, to a growing extent, the rapidly developing countries. Because of the wide range of countries that produce psychotropic substances, intercontinental trade may be of less significance for the trafficking of those substances, with the exception of the growing licit trade in psychotropic substances and their diversion to illicit purposes between Asia and Africa. The paragraphs below, therefore, attempt to outline some linkages between international trade and transportation on the one hand and illicit trafficking of heroin and cocaine on the other in key regions where both trade and tourism have been rising sharply, namely, in Asia and Europe, selected African countries and the Caribbean.

77. Figure XII shows the regional breakdown of global heroin and morphine seizures from 1981 to 1995 and demonstrates clearly the trend from the late 1980s onwards: West Asia continues to be the main seizure region but the proportion of seizures made outside the main source and transit countries in Asia has continued to rise. Europe increased its overall seizure shares as of the mid-1980s, with central and eastern European and CIS countries accounting for rising proportions in the early 1990s; African countries also increased their seizures.

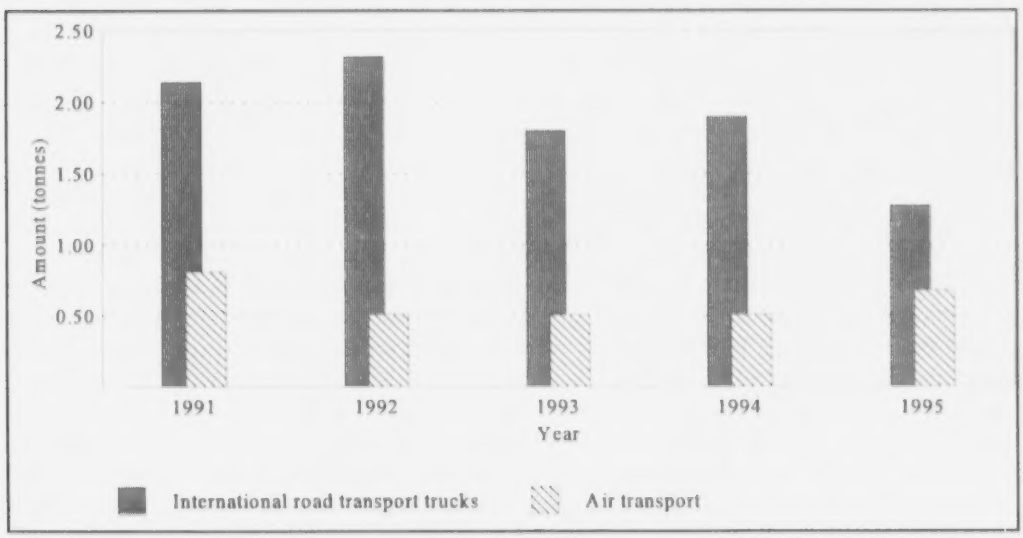
78. As most of the significant amounts of heroin and morphine seized in Europe move overland and in combined surface/sea shipments by commercial and private vehicles via the Balkan route and its diversions, it might be of interest to review related trade and tourism developments in the region. For example, the volume of motor vehicles moving between four key countries alone in the region, namely, Austria, the Czech Republic, Germany and Poland, increased by 20 per cent from 1992 to 1994, when a total of 1.6 million trucks, 33 million cars, 240,000 buses and 140 million passengers were registered crossing the borders. These trade increases continued in the period 1995-1996, though at a slower pace. Over the same period, the number of heroin shipments intercepted in TIR trucks in Europe decreased by 52 per cent, from 58 cases in 1992 to 28 in 1994. Amounts seized from TIR trucks decreased from some 2.3 tonnes of heroin in 1992 to 1.9 tonnes in 1994, as shown in figure XIII on TIR and airport seizures in Europe. For 1995, a further decrease was registered, namely, a total of 1.3 tonnes seized from TIR trucks in 20 cases.[15] At the same time, the number and total volume of heroin seizures made in private motor cars increased.

Figure XII. Heroin and morphine: seizures by region, 1981-1995



Sources: Annual reports questionnaires received by the Secretary-General; World Customs Organization; and ICPO/Interpol.

Figure XIII. Heroin: seizres of illicit consignments concealed in international road transport trucks and at airports, Europe, 1991-1995



Source: ICPO/Interpol.

79. In other regions, similar changes in overland trade patterns and their exploitation by drug traffickers were observed. For example, with the ratification of the North American Free Trade Agreement (NAFTA), the number of registered trucks crossing Mexican-United States borders rose by 50 per cent, from 1.9 million in 1993 to 2.8 million in 1995.[16] Heroin seizures along those borders, which are controlled in part by sophisticated law enforcement technology and targeting programmes, amounted to 79 kilograms in 1993, but decreased by 27 per cent to 57 kilograms in 1995. Cocaine seizures also decreased from 72 kilograms in 1993 to 65 kilograms in 1995.

80. These decreases in seizures in overland drug trafficking may be explained in part by trafficking having shifted to other transit zones, as in the case of the United States-Mexican borders, or to other methods, such as shifting from the use of TIR trucks to that of private vehicles. If this were the case, it would be a direct reaction by traffickers to law enforcement interception results and control and targeting programmes in known trafficking regions. Another explanation, however, would be that law enforcement authorities, in times of ever-growing commercial trade and new trade facilitation programmes in their regions, faced problems in adjusting to the need for better targeted search activities, which is essential when much greater traffic volumes need to be processed quickly. The above figures and case summaries may also suggest that increasing trade will continue to be explored as an opportunity for drug trafficking, in particular in areas where trade facilitation programmes are in place but where adequate law enforcement still needs to be developed. With more European countries applying for and entering into the European Customs Union, the resulting reduction in customs controls might well create a further opportunity for traffickers.

81. As regards drug trafficking by air, it is interesting to note that the amounts of heroin reported to have been seized at European airports rose from some 500 kilograms in 1992 to 700 kilograms in 1995.[17] Significant seizures were made at central and eastern European and CIS airports, such as Warsaw, Prague, Sofia, Zagreb, Ljubljana and Moscow, mostly from couriers travelling from different Asian airports to European ones. In view of this development, comparison with trends in international civil air transportation from Asia over the same period might be worthwhile. The number of passengers carried internationally by airlines serving the region almost doubled between 1985 and 1993.[18] Bearing in mind the imperfection of this indicator, it is clear that both the number of passengers carried internationally and the number of passengers/kilometres travelled increased sharply. The longer average flight distances could be explained in part by increased movement between Asia and Europe, as well as to and through Africa. During the same period, the number of cases of air couriers arrested in Europe increased, in contrast to the situation described above for interception of surface trafficking.

82. For the relation between cocaine trafficking by sea (in containers or otherwise) and the rapid expansion of maritime trade between source, transit and destination regions, few reliable trade data are available and little information can be gained from an analysis of seizure reports. It is noteworthy, nevertheless, that the earlier trend, particularly in the mid-1980s, of using small aeroplanes for cocaine trafficking from South America through the Caribbean and Mexico to the United States seems to have reduced. Shipments were usually larger and less frequent than in commercial cargo, but also more risky, and in case of interception the losses were immense. Furthermore, with improved monitoring and targeting programmes for smaller private planes, as well as surveillance and cooperation programmes aimed at discovering airstrips being developed, the risk of detection became higher than it generally is for camouflaging drug shipments in commercial cargo.

83. From the mid-1980s to the mid-1990s, the volume of merchant shipping vessels in the Caribbean increased significantly. While in 1988 almost 16 million registered gross tonnes were transported through the region by merchant shipping fleets, 22 million were reported for 1990 and more than 32.8 million in 1993.[19] This represents sea trade increases of 105 per cent over the entire period, or 48 per cent between 1990 and 1993 alone. Considering that an estimated 80 to 85 per cent of the cocaine entering Europe in the mid-1990s was concealed in commercial maritime cargo either directly from the source countries or travelling through other

Latin American or Caribbean countries, it might be interesting to review the trade volumes at major European seaports by reviewing the weight of sea vessels entering major European ports. In 1993, the Netherlands accounted for a sea trade of 375 million net registered tonnes, Germany for 196 million, Italy for 168 million and Spain for 130 million. These figures represented trade increases over 1990 of between 2.7 per cent and 9.4 per cent per country, except for Italy.[18] Given the scarcity of available data, it is difficult to assess the extent to which drug traffickers also exploited the growing sea trade for their illicit shipments and whether drug trafficking by sea actually increased at rates similar to those in maritime trade. However, available reports of cocaine amounts seized, while naturally much lower than the actual trafficked amounts, at least show that from 1990 to 1993 cocaine seizures in Europe increased by 32 per cent (14 tonnes in 1990 and 18.5 in 1993) and that another increase of 19 per cent, to a total of 22.1 tonnes, occurred in 1995. Major cocaine seizures in Europe were made mainly by the countries with large seaports mentioned above: Spain alone accounted for roughly 32 per cent of all cocaine seizures in Europe in 1995, followed by the Netherlands, Germany and Italy.

84. Africa, in particular South Africa, is being increasingly used as a transit point for trafficking of heroin and cocaine. The most significant problem for South Africa, both internally and as a transit country, is the container traffic at the major ports of Durban and Cape Town and smaller ports such as Port Elizabeth, East London and Richards Bay. Most major conference shipping lines call at either Durban or Cape Town, from which connections are available to all parts of the world. Durban alone handles approximately 60,000 containers per month, of which one fifth are for trans-shipment to other parts of the world. Other drug trafficking through Africa tends to be carried out via commercial air routes and most likely also benefits from the increase in international flights between 1985 and 1995 of some 10 per cent.[18] Precise figures on the increase of heroin and cocaine seizures that were trafficked from and through African countries to other regions were not available, but the growing involvement of African air couriers in illicit drug trafficking to Europe and the United States has already been noted.

85. In addition to the growth of trade that provides opportunities to drug traffickers to conceal and camouflage their illicit shipments, their ability to recruit almost unlimited manpower and expertise for their operations provides a huge comparative advantage over even well developed law enforcement programmes. Similarly, the range of technical equipment at the disposal of traffickers to prepare, carry out, secure and escort illicit drug shipments is almost unlimited. A typical example of the technical superiority of the traffickers has been their increased use of mobile cellular phones and faxes since the mid-1980s, once law enforcement authorities were known to be legally and technically equipped to carry out successful wire-tapping operations of the traditional phone network (which showed improved interdiction and arrest results). The use of advanced mobile communications equipment by traffickers at a time when this technology was unavailable to law enforcement and interception options unknown decreased the traffickers' risk of being watched and of their activities being dismantled. While advanced law enforcement services now have the authority and capacity to intercept mobile communications, including electronic surveillance and interception of all forms of communications, this is not the case in less developed countries, where both adequate legislation and appropriate equipment are lacking.

86. The examples below provide indications of traffickers' use of advanced technology for their operations, often in regions where even basic communications and detection equipment is lacking on the law enforcement side. In Colombia, telecommunications equipment was seized from the Cali cartel that had been used to intercept phone calls of the Bogotá police and the United States Embassy. In the Caribbean, traffickers use the satellite global positioning system to locate drug drops made at sea from vessels and planes and to collect the drugs with fast boats. In comparison, according to United States sources, the Caribbean islands have almost no such boats and other control equipment at their disposal. The suspected use of the Internet by traffickers is under investigation in Colombia and South Africa. According to World Customs Organization information, the list of equipment seized from drug traffickers in connection with drug seizures in 1996 included high-tech vehicles, boats and planes, semi-automatic and automatic weapons, mobile phones, short-wave radios, pagers

and scanners. The countries and territories in which such seizures were made included North American, Latin American and European countries, Cuba, Martinique and the British Virgin Islands. In the latter case, one tonne of cocaine was seized from a van, together with semi-automatic weapons, surveillance equipment and scanners tuned by the traffickers to intercept police communications.

B. Law enforcement methods to improve rates of interception

87. Given the above changes in drug trafficking, both globally and regionally, the challenge to law enforcement services to suppress trafficking becomes greater and more multifaceted than ever before. Trade facilitation programmes continue to increase and expand both within and between regions, new customs, trade and union agreements are being developed and a general upsurge in the volume of international trade and tourism is being registered, particularly in developing countries and in countries with economies in transition. These and other countries, however, are faced with reduced national budgets and cuts in resources that often limit further the already scarce personnel and material resources at the disposal of law enforcement agencies.

88. Changes in trafficking patterns call for adjustments to enforcement countermeasures and the 1988 Convention lists a variety of such countermeasures that Governments should implement to fulfil their treaty-based obligations. Most of these measures, however, require not only advanced legal and institutional law enforcement structures but also additional financial resources and sophisticated technical equipment that are often not available.

89. The changes in global interception rates in heroin and cocaine trafficking noted earlier, from around 14 per cent for cocaine and below 10 per cent for heroin in 1985 to 34 and 14.5 per cent respectively in 1993, indicate the potential to increase the effectiveness of law enforcement programmes and the need for advanced law enforcement methods to be applied at the international level. The comments below, therefore, review the successes of two such countermeasures: (a) targeted operations and profiling techniques; and (b) controlled deliveries. Comments are made not only on the successes of such operations as reported to UNDCP, but in particular regarding their application in the emerging key trafficking regions and countries examined earlier. As for other elements of the present report, the information available to UNDCP on applied law enforcement techniques is incomplete and figures cited are, therefore, given for indicative purposes only.

Targeted operations and profiling techniques

90. The immense volume of cocaine trafficking using container ships, and heroin trafficking via commercial transport, suggests that these methods deserve increased attention from law enforcement. In 1993, the world's top 10 seaports handled well over 33 million commercial container vessels, over 200 per cent more than a decade earlier. As mentioned above, the total of commercial and private vehicles crossing the borders of four European countries in 1994 was over 34 million. Increases in air traffic between key regions, as well as expansion of commercial trade within NAFTA and through the Caribbean were also significant. According to an estimate of the United States Customs Service, it takes five United States customs officers three hours to search a single container thoroughly.[19] A similar scenario applies for the control of a commercial truck: estimates for a thorough overhauling are between five and eight work-hours for a control team and loading staff. The United States Customs Service estimates that at present only 3 per cent of the nearly 9 million commercial container vessels that enter the United States can be checked by its inspectors.[20] Considering the number of land border crossings in key regions - in the above example more than 95,000 per day between only four countries - and as their flow has to be facilitated faster than is the case for containers, it can be assumed that the ratio of cars and trucks that are checked thoroughly is even lower.

91. The requirement to facilitate faster trade and reduce waiting and processing times at border crossings means that random check procedures and individual control of suspicious carriers are no longer suitable to maintain acceptable interdiction rates, although such checks still have an important part to play. Law enforcement priorities must instead lie in the implementation of targeted operations against individuals and groups, and, in particular, in profiling programmes to enable officers to identify and select the most suspicious loads for control.

92. The interdiction results of Balkan route countries in heroin trafficking mentioned earlier were also a result of the application, initially by typical destination countries only, of profiling techniques, which were constantly reformed in the light of analysis of known illicit trafficking modes and patterns. The increased number of countries in the region reporting heroin seizures, of reported seizure cases and of amounts seized, as reflected in paragraphs 45 to 71 above, also resulted from more countries introducing these profiling techniques and adapting their control procedures accordingly. Similarly, the major cocaine seizures recorded at seaports in Spain, the Netherlands, Italy and Germany resulted in part from profiling programmes and collaboration between countries in the identification and monitoring of suspicious shipments. Finally, most of the bulk cocaine seizures made in the United States are the result of joint intelligence programmes with producing and transit countries that are centralized in the United States and of resulting profiling programmes.

93. For those areas which have been highlighted in the present report as emerging problem regions for drug trafficking, the situation looks less promising. Ratios of seizures vis-à-vis trafficked drugs often fall short of global rates, as, for example, the figures presented on the Caribbean clearly indicate. One reason why global interception rates for cocaine and heroin dropped slightly from 1993 to 1995 could be the assessed changes in trafficking patterns, which include new countries in central and eastern Europe and CIS, Africa and the Caribbean, in many of which profiling programmes are just developing. The absence of profiling arrangements in key trafficking regions is also illustrated by the fact that only one of 14 countries represented at a recent meeting of the working group of the south-west Asian region of the Heads of National Drug Law Enforcement Agencies (HONLEA), which includes the five CIS central Asian States, reported on the existence of an adequate profiling programme for suspicious drug movements. A proposal made during the HONLEA meeting for Asia and the Pacific for a feasibility study to be conducted for Asian countries still requiring assistance in the introduction of profiling programmes might also be worth considering for European CIS and other central and eastern European countries, such as the Baltic States.

94. In many African countries reporting increased trafficking and transit of heroin and cocaine, law enforcement structures are still at a basic level and profiling techniques are not yet in use. A recent initiative in southern and west African countries is a joint World Customs Organization/UNDCP programme planned for 1997-1998 to strengthen seaport controls at major African seaports and to develop targeting and profiling techniques. The recently signed bilateral agreement between the Presidents of Brazil and South Africa on improved cooperation between drug law enforcement agencies to curb the growing drug trafficking between the Latin American and the African continents, in which Brazil and South Africa are becoming key countries, is a promising step towards intraregional cooperation. It is hoped that the agreement will also lead to joint law enforcement activities to expand their profiling and targeting programmes, which is essential in view of the average of 60,000 containers being processed monthly through the port of Durban alone. Another problem that could be addressed by the introduction of profiling programmes is the increasing traffic in psychotropic substances between the Asian continent and African countries, which shows similar trafficking patterns and could, therefore, be analysed with a view to developing, on an intraregional basis, early risk assessment and profiling programmes for this specific pattern of drug trade.

95. For the Caribbean, most cocaine seizures that resulted from profiling techniques were made outside the region, that is, mainly in the Americas and in European countries. Various law enforcement initiatives have

been started, mostly bilateral, to improve the regional information collection and analytical capacity, which is a prerequisite for the successful conduct of profiling techniques and programmes. Nevertheless, while countries in the traditional destination regions for cocaine continue to improve their knowledge on the specific patterns of cocaine trafficking via the Caribbean, that knowledge is not always available in the concerned transit countries. Increased cooperation by Caribbean countries with other countries inside and outside their region will be essential to develop a stronger capacity to monitor suspicious trade in the region and to take appropriate enforcement action.

Controlled delivery

96. All countries that have ratified the 1988 Convention (138 as at 31 December 1996) have committed themselves to implementing the technique of controlled delivery, which, for drug law enforcement purposes, could be applied both to drug trafficking and to major cash movements across borders. Even for more advanced legal and law enforcement systems, however, the implementation of this technique often runs into legal problems and it is therefore no surprise that the actual level of implementation remains very low in countries with less developed law enforcement structures.

97. Only limited information was sent to international organizations on cases of controlled delivery actually conducted in the 1990s. Among the reasons why UNDCP, ICPO/Interpol and the World Customs Organization did not receive more reports on this issue are the classification of certain law enforcement information at national levels, the need to protect individuals and agencies involved in controlled deliveries, the overall lack of reporting on details of law enforcement operations and the limited analysis conducted so far at international levels on these issues. For indicative purposes, however, and in order to provide specific examples, some figures are given below. World Customs Organization information from October 1996 indicates that there were 110 reports of cases of controlled delivery carried out worldwide during the first nine months of 1996. This compares with a total of 605 cases reported during 1991-1995, or an average of 99 cases per year until 1995. As confirmed by the 159 cases for 1995 and the current figure for 1996, controlled deliveries have been increasing in number over the last two years.

98. Available data indicate that the average amount of drugs seized per operation is relatively low for cocaine, less than 11 kilograms, which is due to the large number of cocaine shipments by mail. Slightly higher average seizure amounts were achieved in controlled deliveries of opiates, namely, 15.8 kilograms per case, and only for cannabis products did seizure rates equal those of average bulk consignment seizures. As stated earlier, however, the real purpose of a controlled delivery is not the mere seizure of drugs and the arrest of one courier, but the dismantling of international networks and the identification and arrest of organizers. The number of arrests made in conjunction with the controlled deliveries reported above was, on average, more than one per cocaine case, more than two for heroin, around two per cannabis case and more than two for psychotropic substances. The level of persons arrested in the drug hierarchy was not reported, however.

99. Of a total of 23 reporting countries, eleven were North American or west European, five were in the Asian and Pacific region and 7 were from other regions. Only six countries were in the regions reviewed in detail in the present report: four in central and eastern Europe, one in Africa and one in the Caribbean. While the above summary does not entirely cover all controlled deliveries actually conducted during 1996, it is assumed that the geographical distribution of such cases is indicative of the prevailing situation. The above information also displays clearly the significant discrepancy between countries experiencing and reporting major cocaine and heroin trafficking problems and those actually applying advanced law enforcement techniques to counteract and dismantle the networks behind the trafficking. To recall figures provided in paragraphs 45 to 71, in 1995, 88 countries reported cocaine seizures, of which 20 were in Africa, 14 in the Caribbean and 12 in central and eastern Europe. Major heroin seizures were reported by 97 countries, of which 22 were African and 18 central

and eastern European and CIS countries. The number of countries facing major illicit drug trafficking problems in 1995 was thus more than four times higher than that of those reporting on and most probably conducting controlled deliveries and the geographical spread of countries applying controlled delivery remained very limited. Further steps need to be taken to increase the extent of application of the technique.

100. In central and eastern Europe, where the implementation rate according to the above figures is already somewhat higher than in the other two regions under review, recent regional initiatives aim at the introduction of harmonized legal, infrastructural and logistic conditions that would allow countries in the same subregion to conduct joint controlled deliveries. Whether or not the implementation of such a regional programme leads to an increase in controlled delivery operations within the region and with other partners over the next two years will need to be monitored. The introduction of these techniques in African and Caribbean countries, while recognized as a priority, will most likely be possible in the medium term only since, with the exception of certain countries in each region, capacity-building programmes and increased allocation of resources will be needed first to lay the foundation for advanced law enforcement techniques.

III. CONCLUSIONS AND MATTERS BROUGHT TO THE ATTENTION OF THE COMMISSION

101. The geographical spread of illicit drug trafficking has grown significantly over the last decade. In 1995, the number of countries reporting cocaine seizures was 100 per cent higher than in the early 1980s, and 89 per cent more countries were affected by heroin seizures; for amphetamine-type stimulants, the increase in reporting countries was 60 per cent, and only for cannabis, which is cultivated in almost all regions, did the extent of globalization remain almost unchanged.

102. The drive toward trade and economic liberalization, both within countries and internationally, and the expansion of trade facilitation agreements between and within regions, have significantly increased the options open to drug traffickers and the magnitude and complexity of their operations. They are taking advantage of these developments and increasing the volumes of drug shipments using international trade and transportation.

103. The estimated interception rate for cocaine remained stable in 1995 at around 33 per cent, as in the early 1990s. These rates were slightly lower than those in 1994, however.

104. Heroin seizures worldwide remained stable in 1995 compared with 1994, although estimated availability decreased slightly, mainly as a result of decreased production in south-west Asia. Seizures of both cannabis herb and resin rose significantly compared with 1994.

105. There has been an increase in seizures of psychotropic substances in the last two years and a growing geographical spread in abuse of and traffic in those substances.

106. Key trafficking regions and new trafficking patterns for heroin and cocaine have been developing in countries of Africa, the Caribbean and central and eastern European and CIS countries. Africa and eastern Europe are also increasingly affected by traffic in psychotropic substances and the diversion of the latter to illicit purposes.

107. Among the areas identified in the present report as being in need of attention are the use of commercial air, land and sea trade by drug traffickers. In particular, the use of containerized cargo shipments to conceal significant amounts of drugs is a growing problem worldwide.

108. The implementation of advanced law enforcement techniques and countermeasures against drug trafficking remains limited. According to UNDCP records, less than 25 per cent of all countries reporting significant heroin and cocaine trafficking problems actually implement controlled deliveries. A similar situation applies as regards the use of risk assessment and profiling programmes.

109. An accurate assessment of the extent of illicit drug trafficking remains inherently limited by the quality and reliability of available data. Relevant time-series data, which are necessary for policy-relevant cross-national comparative analysis of trends and patterns of illicit drug trafficking, have not been provided to UNDCP. The Commission may wish to urge all Member States to send to UNDCP systematic, precise and updated data on illicit drug trafficking, including replies to the annual reports questionnaire.

Notes

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[2]United States of America, National Narcotics Intelligence Consumers Committee, *The NNICC Report 1995: The Supply of Drugs to the United States* (August 1996), p. 29. Department of Environmental Affairs, Arlington, VA.

[3]Colombia, annual reports questionnaire for 1995, part III; see also Centro de Investigación y Estudios Internacionales sobre Droga, *Balance de Actividades Antinarcóticos* (Bogotá, 1996).

[4]United States of America, Department of State, *International Narcotics Control Strategy Report* (March 1996), p. 25.

[5]ICPO/Interpol, *Latin American Cocaine Trail: Expanding Market in Europe, 1995-1996* (March 1996), p. 1.

[6]ICPO/Interpol, *Cannabis Influx in Europe: New Dimensions and Trends, 1995-1996* (February 1996), p. 10; see also United States of America, National Narcotics Intelligence Consumers Committee, op. cit., p. 52; and "Cannabis: a health perspective", conference room paper prepared by the World Health Organization, 1996.

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[9]*Precursors and Chemicals Frequently Used in the Illicit Manufacture of Narcotic Drugs and Psychotropic Substances: Report of the International Narcotics Control Board for 1996 on the Implementation of Article 12 of the United Nations Convention against Illicit Traffic in Narcotic Drugs and Psychotropic Substances of 1988* (United Nations publication, Sales No. E.97.XI.4).

[10]South Africa, annual reports questionnaire for 1994.

[11]South Africa, country report, submitted to the Eighth Meeting of Heads of National Drug Law Enforcement Agencies, Africa, Kampala, 23-27 October 1995.

[12]United States of America, National Narcotics Intelligence Consumers Committee, op. cit., pp. 3-5.

[13]ICPO/Interpol, *Latin American Cocaine Trail* ..., p. 4.

[14]ICPO/Interpol, *The European Heroin Scene: 1995-1996* (1996), p. 6.

[15]Ibid., p. 6.

[16]P. Andreas, "U.S. Mexico: open markets, closed border", *Foreign Policy*, No. 103, summer 1996.

[17]ICPO/Interpol, *The European Heroin Scene* ..., p. 9.

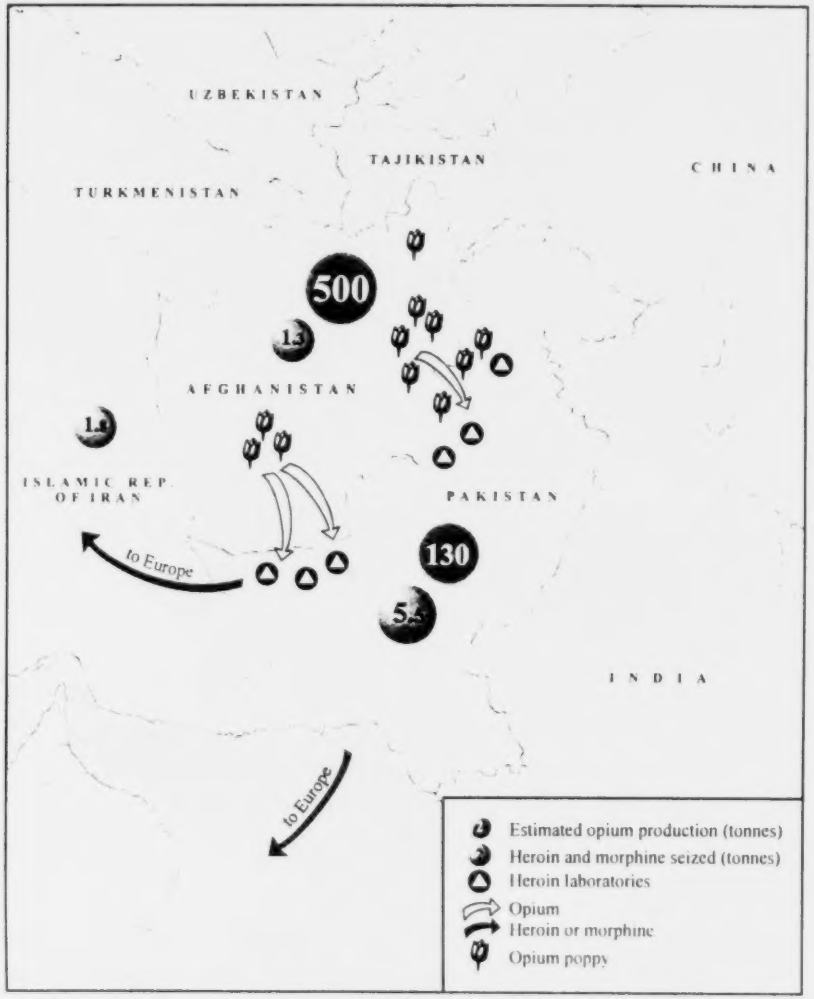
[18]*United Nations Statistical Yearbook* (United Nations publication, Sales No. E.95.XVII.5). Please note that 1993 is the latest available year for which data are available.

[19]P. B. Stares, "Global habit: the international drug problem and what to do about it", Brookings Institute draft, March 1995, p. 92.

[20]United States of America, National Drug Intelligence Center, *Colombian Heroin: A Baseline Assessment* (1994), p. 17.

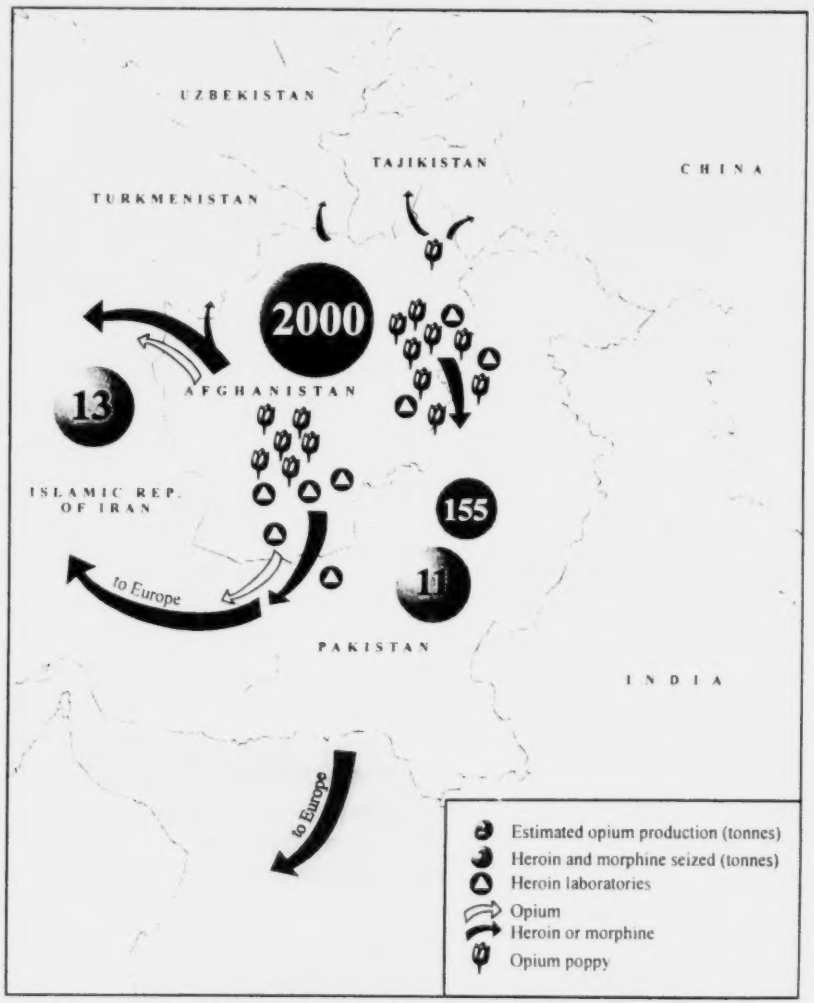
MAPS DEPICTING THE EXTENT OF THE SPREAD OF ILLICIT DRUG TRAFFICKING IN LATIN AMERICA, SOUTH-EAST ASIA AND SOUTH-WEST ASIA, 1985 AND 1995

Map 1. South-west Asia: opium poppy cultivation, drug trafficking routes and heroin and morphine seizures, 1985



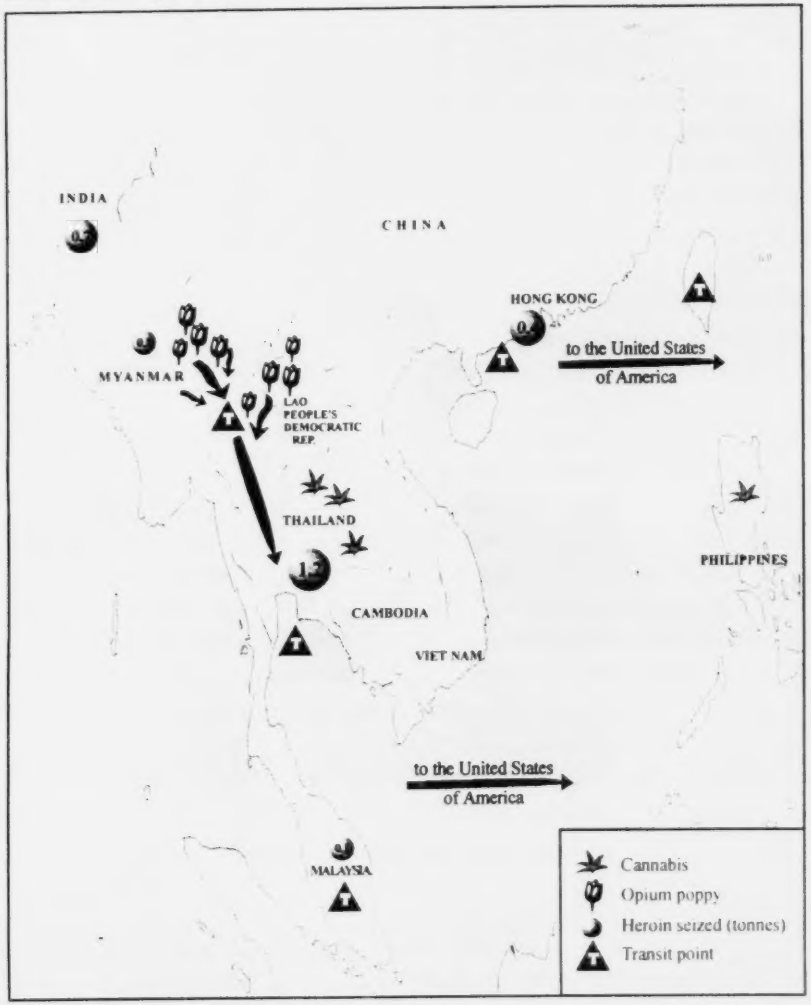
Note: The boundaries shown on this map do not imply official endorsement by the U.N.

Map 2. South-west Asia: opium poppy cultivation, drug trafficking routes and heroin and morphine seizures, 1995



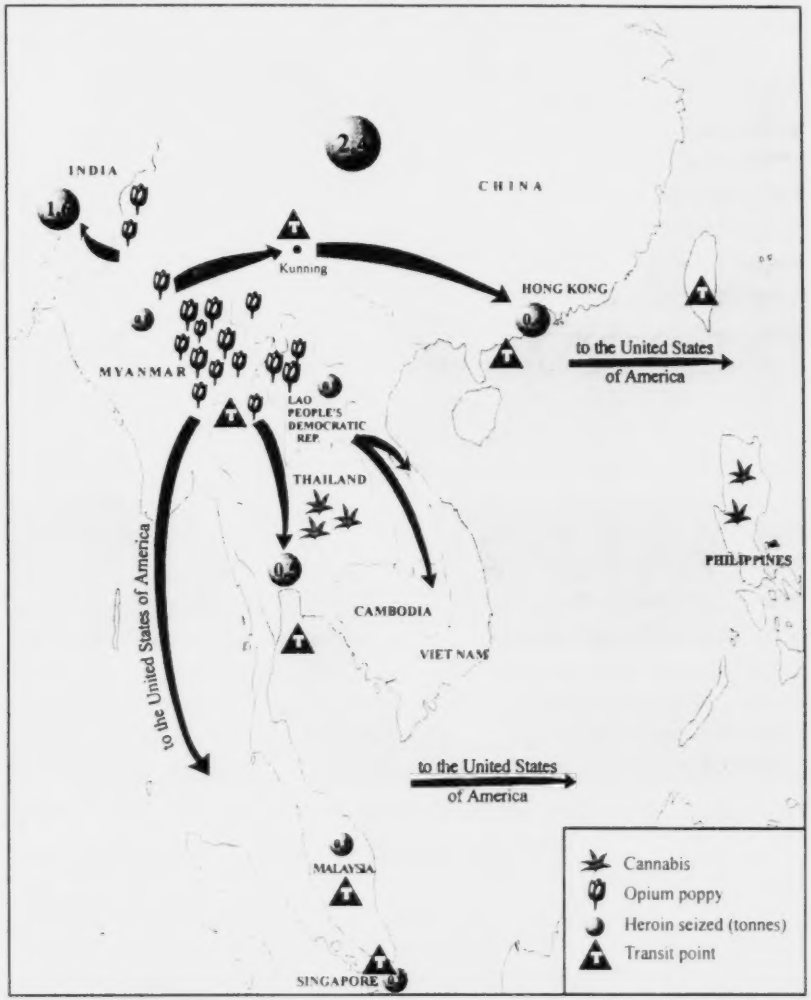
Note: The boundaries shown on this map do not imply official endorsement by the U.N.

Map 3. South-east Asia: illicit crop cultivation, drug trafficking routes and heroin seizures, 1985



Note: The boundaries shown on this map do not imply official endorsement or acceptance by the U.N.

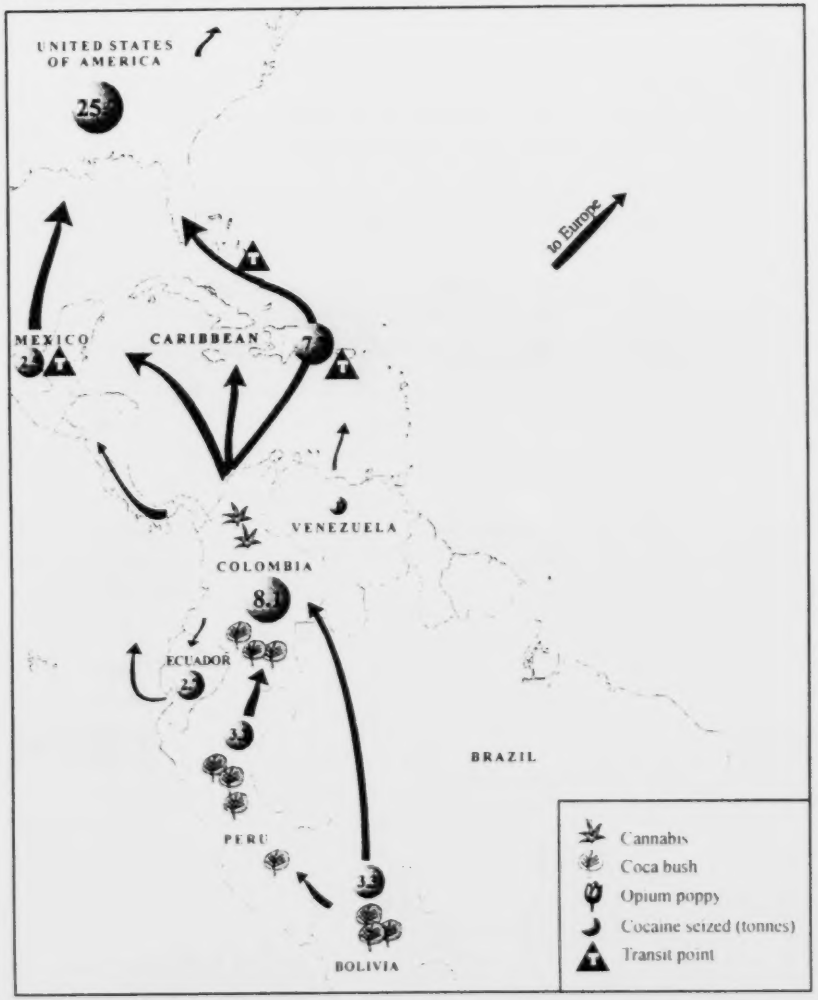
Map 4. South-east Asia: illicit crop cultivation, drug trafficking routes and heroin seizures, 1995 *



Notes: The boundaries shown on this map do not imply official endorsement or acceptance by the U.N.

* China recorded the largest amount of heroin seized in south-east Asia during the period 1992-1995. South-west Asia accounts for 80-90 per cent of European heroin supplies; south-east Asia supplies more than two thirds of the heroin available in the United States of America.

Map 5. Latin America: illicit crop cultivation, drug trafficking routes and cocaine seizures, 1985



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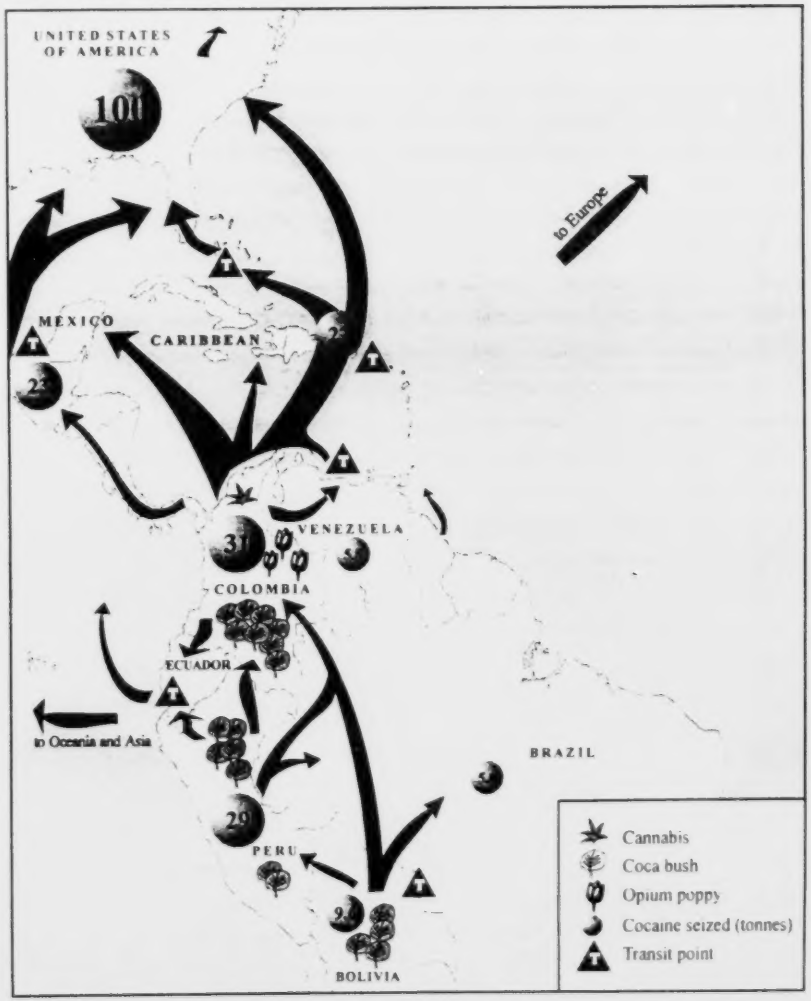
Map 6. Latin America: illicit crop cultivation, drug trafficking routes and cocaine seizures, 1995



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GENERAL

E/CN.7/1997/4/Corr.1
10 March 1997

ENGLISH ONLY

COMMISSION ON NARCOTIC DRUGS
Fortieth session
Vienna, 18-27 March 1997
Item 6 of the provisional agenda

ILLICIT DRUG TRAFFIC AND SUPPLY, INCLUDING REPORTS OF THE SUBSIDIARY BODIES OF THE COMMISSION

Illicit drug trafficking

Report of the Secretariat

Corrigendum

Page 4, paragraph 7, line 4

For 1984 *read* 1986

Page 5, paragraph 10, line 10

For 6 per cent *read* 3 per cent

Page 10, paragraph 28

Line 2: *for* 25 per cent *read* 6.5 per cent

Line 3: after followed by *insert* Asia and then

Line 4: *delete* global

Page 11

Line 1: *After* United Kingdom *insert* , Spain

Paragraph 30, line 1: *delete* west

V.97-21403T

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Council

Distr.
GENERAL

E/CN.7/1997/4/Add.1
12 February 1997

ORIGINAL: ENGLISH

COMMISSION ON NARCOTIC DRUGS
Fortieth session
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[redacted]

ILLICIT DRUG TRAFFIC AND SUPPLY, INCLUDING REPORTS OF THE SUBSIDIARY BODIES OF THE COMMISSION

MAR 17 1997

[redacted]

Reports of subsidiary bodies

Note by the Secretariat

Summary

The present report contains a summary of recent action by Governments to improve regional and subregional cooperation in drug control activities as reflected in meetings of subsidiary bodies that have been held since the thirty-ninth session of the Commission on Narcotic Drugs. Various matters brought to the attention of the Commission are contained in the individual reports of the subsidiary bodies, which are before the Commission in the languages of each meeting. Suggestions to improve the efficiency of the meetings made at the informal inter-sessional meetings of the Commission are also reflected in the present report.

*E/CN.7/1997/1.

V.97-20706T

CONTENTS

	Paragraphs	*Page*
INTRODUCTION	1-2	3
I. MATTERS BROUGHT TO THE ATTENTION OF THE COMMISSION ON NARCOTIC DRUGS	3-8	3
A. Ninth Meeting of Heads of National Drug Law Enforcement Agencies, Africa	3	3
B. Twenty-first Meeting of Heads of National Drug Law Enforcement Agencies, Asia and the Pacific	4	3
C. Provisional agendas for future meetings	5-8	3
II. MAJOR THEMES COVERED BY RECOMMENDATIONS OF SUBSIDIARY BODIES SINCE THE LAST SESSION OF THE COMMISSION	9-11	5
III. STATUS OF IMPLEMENTATION OF RECOMMENDATIONS ADOPTED BY MEETINGS OF SUBSIDIARY BODIES	12-14	6
IV. STATUS OF REGIONAL AND SUBREGIONAL COOPERATION	15-34	6
A. Meeting of Heads of National Drug Law Enforcement Agencies, Africa	16-22	7
B. Meeting of Heads of National Drug Law Enforcement Agencies, Asia and the Pacific	23-34	8
V. ORGANIZATION OF FUTURE MEETINGS	38-37	9
VI. DISCUSSION AT THE INFORMAL INTER-SESSIONAL MEETINGS OF THE COMMISSION ON IMPROVING THE EFFICIENCY OF MEETINGS OF THE SUBSIDIARY BODIES OF THE COMMISSION	38-39	10

INTRODUCTION

1. In an effort to cope with the budgetary constraints arising from the financial crisis facing the United Nations, only two regional meetings of heads of national drug law enforcement agencies (HONLEA) were convened since the thirty-ninth session of the Commission on Narcotic Drugs:

(a) The Ninth Meeting of Heads of National Drug Law Enforcement Agencies (HONLEA), Africa, held at Cairo from 16 to 20 June 1996;

(b) The Twenty-first Meeting of Heads of National Drug Law Enforcement Agencies, Asia and the Pacific, held at Manila from 4 to 8 November 1996.

The Eighth Meeting of Heads of National Drug Law Enforcement Agencies, Latin America and the Caribbean, was postponed from 1996 to 1997. The reports of the two HONLEA meetings convened during 1996 are before the Commission in the languages of the meetings (UNDCP/HONLAF/1996/5 and UNDCP/HONLAP/1996/4).

2. The recommendations adopted at the meetings of HONLEA, Africa, and of HONLEA, Asia and the Pacific, were addressed mainly to Governments of the region and are brought to the attention of the Commission for information.

I. MATTERS BROUGHT TO THE ATTENTION OF THE COMMISSION ON NARCOTIC DRUGS

A. Ninth Meeting of Heads of National Drug Law Enforcement Agencies, Africa

3. The Ninth Meeting of HONLEA, Africa, adopted the recommendations of the working groups contained in chapter I, paragraph 1, of the report of the Meeting. Direct reference to the United Nations International Drug Control Programme (UNDCP) is limited to recommendation 4, to the effect that UNDCP should continue and increase its assistance to help countries adopt up-to-date and harmonized legislation, and should also assist States in training law enforcement agents.

B. Twenty-first Meeting of Heads of National Drug Law Enforcement Agencies, Asia and the Pacific

4. The Twenty-first Meeting of HONLEA, Asia and the Pacific, adopted the recommendations of its working groups contained in chapter I, paragraph 1, of the report of the Meeting. The working groups were organized along subregional lines, namely, south-west Asia, south-east Asia and the Pacific. Direct reference to UNDCP is limited to recommendation 4 of the subregional group of south-east Asia, to the effect that UNDCP and the International Criminal Police Organization (ICPO/Interpol) should examine the issue of collating and disseminating intelligence on the increase in the abuse of and traffic in "ecstasy" in the subregion.

C. Provisional agendas for future meetings

5. The provisional agenda for the Eighth Meeting of HONLEA, Latin America and the Caribbean, approved at the Seventh Meeting, is as follows:

1. Election of officers.

2. Adoption of the agenda.

3. Current situation with respect to regional and subregional cooperation, including the review of the progress made and barriers encountered in implementing article 17 of the 1988 Convention.

4. Implementation by States of the region of the recommendations adopted by the Seventh Meeting of Heads of National Drug Law Enforcement Agencies, Latin America and the Caribbean.

5. Consideration of topics by working groups:

   (a) Designer drugs;

   (b) Analysis of the organizational structure of drug-trafficking organizations, including communications used between traffickers;

   (c) Controlled delivery, including the handling of informants and undercover operations.

6. Organization of the Ninth Meeting of Heads of National Drug Law Enforcement Agencies, Latin America and the Caribbean.

7. Other business.

8. Adoption of the report.

6. The provisional agenda for the Tenth Meeting of HONLEA, Africa, approved at the Ninth Meeting, is as follows:

1. Election of officers.

2. Adoption of the agenda.

3. Current situation with respect to regional and subregional cooperation.

4. Implementation by States of the region of recommendations adopted by the Eighth Meeting of Heads of National Drug Law Enforcement Agencies, Africa.

5. Consideration of topics by ad hoc working groups:

   (a) Update on illicit trafficking in ephedrine and methaqualone: trends and countermeasures;

   (b) Criminal drug trafficking networks in Africa;

   (c) Measures in collaboration with the pharmaceutical authorities for the control and reduction of street-hawking of pharmaceutical preparations containing drugs under international control;

   (d) Illicit cultivation of plants from which drugs are extracted: current situation and countermeasures;

   (e) Practical examples of international cooperation in money-laundering cases.

6. Organization of the Eleventh Meeting of Heads of National Drug Law Enforcement Agencies, Africa.

7. Other business.

8. Adoption of the report.

7. The provisional agenda for the Twenty-second Meeting of HONLEA, Asia and the Pacific, approved at the Twenty-first Meeting, is as follows:

1. Election of officers.

2. Adoption of the agenda.

3. Current situation with respect to regional and subregional cooperation.

4. Illicit traffic in heroin.

5. Implementation by States of the region of the recommendations adopted by the Twentieth Meeting of Heads of National Drug Law Enforcement Agencies, Asia and the Pacific.

6. Consideration of topics by working groups:

   (a) Illicit manufacture and distribution of stimulants;

   (b) Drug courier profiling, including standardization of data collected for use in profiling;

   (c) Review of the functioning and objectives of the Meeting of Heads of National Drug Law Enforcement Agencies, Asia and the Pacific.

7. Organization of the Twenty-third Meeting of Heads of National Drug Law Enforcement Agencies, Asia and the Pacific.

8. Other business.

9. Adoption of the report.

8. The attention of the Commission is drawn to paragraph 38 below concerning a proposal made to include an additional item on the agendas of the meetings of the subsidiary bodies in 1997-1998 to review issues to be considered by the General Assembly at its special session in 1998. For venues and dates of the meetings, see paragraphs 35 to 37.

II. MAJOR THEMES COVERED BY RECOMMENDATIONS OF SUBSIDIARY BODIES SINCE THE LAST SESSION OF THE COMMISSION

9. The topics discussed in the working groups of the two meetings that took place were illicit manufacture and distribution of stimulants, drug courier profiling, controlled delivery, coordination and improved liaison between law enforcement agencies, gathering of intelligence data at entry and exit control points, control of postal and courier parcels and prevention of corruption within drug law enforcement agencies. Those topics are of general interest and relevance to all the regions. However, illicit manufacture and distribution of stimulants is a growing problem of special concern to the Meeting of HONLEA, Asia and the Pacific, and was accordingly examined by one of its working groups.

10. Similarly, irrespective of the topics under discussion, most of the recommendations invariably highlighted the need to collect, disseminate, share and exchange information and intelligence in a timely and organized manner at the national, bilateral, regional and international levels for optimal benefits.

11. A clear policy on transborder cooperation was deemed necessary to promote effective cooperation among law enforcement agencies and specialized intergovernmental organizations such as the Universal Postal Union (UPU) and the Customs Cooperation Council (also called the World Customs Organization). Those organizations and developed countries with expertise to share with developing countries were called upon to provide assistance.

III. STATUS OF IMPLEMENTATION OF RECOMMENDATIONS ADOPTED BY MEETINGS OF SUBSIDIARY BODIES

12. There was no review of implementation of prior recommendations during the meetings under review.

13. As reported to the Commission at its thirty-ninth session, in 1996, the status of implementation of recommendations adopted at meetings of subsidiary bodies would not be reviewed one year but rather two years after the adoption of recommendations in order to allow sufficient time for Governments to take action on them and to report on such action (E/CN.7/1996/10, para. 53 and E/CN.7/1996/10/Add.1, para. 21).

14. Thus, the new cycle calls for review as follows:

(a) Implementation of recommendations adopted at the Eighth Meeting of HONLEA, Africa, held at Kampala from 23 to 27 October 1995, will be reviewed at the Tenth Meeting, currently scheduled to be held at Abuja in 1998; recommendations adopted at the Ninth Meeting, held at Cairo from 16 to 20 June 1996, will be reviewed at the Eleventh Meeting;

(b) Implementation of recommendations adopted at the Twentieth Meeting of HONLEA, Asia and the Pacific, held at Jakarta from 18 to 22 September 1995, will be reviewed at the Twenty-second Meeting, currently scheduled to be held in Malaysia in 1998; recommendations adopted at the Twenty-first Meeting, held at Manila from 4 to 8 November 1996, will be reviewed at the Twenty-third Meeting;

(c) Implementation of recommendations adopted at the Seventh Meeting of HONLEA, Latin America and the Caribbean, held at Havana from 9 to 13 October 1995, will be reviewed at the Eighth Meeting, currently scheduled for the second half of 1997;

(d) Implementation of recommendations adopted at the thirty-first session of the Subcommission on Illicit Drug Traffic and Related Matters in the Near and Middle East, held at Amman from 9 to 13 March 1996, will be reviewed at the thirty-third session; recommendations adopted at the thirty-second session to be held at Baku from 17 to 21 February 1997, will be reviewed at the thirty-fourth session.

IV. STATUS OF REGIONAL AND SUBREGIONAL COOPERATION

15. Beginning in 1995, an agenda item entitled "Current situation with respect to regional and subregional cooperation" was introduced. Reports on national trends in illicit trafficking have been circulated since then for information at the HONLEA meetings, but not discussed in detail. The meetings are informed only of new and important trends that have an impact on cooperation.

A. Meeting of Heads of National Drug Law Enforcement Agencies, Africa

16. Following an introductory statement on behalf of the secretariat, statements were made by the representatives of Burkina Faso, Côte d'Ivoire, Egypt, Kenya, Lesotho, Libyan Arab Jamahiriya, Madagascar, Namibia, Nigeria, Togo, Tunisia and United Republic of Tanzania. The observers for Canada and France and for the International Narcotics Control Board and ICPO/Interpol also made statements.

17. It was recognized that illicit drug trafficking and abuse were on the rise. Their negative effects on socio-economic and political systems and on national security and regional stability were too serious to ignore. To combat the problem was a collective responsibility of all and cooperation between States was essential.

18. While such international cooperation was considered necessary in the fight against drugs, coordination between and within governmental agencies was equally important. With that in mind, a number of representatives reported on the establishment by their Governments of interministerial coordinating bodies to serve as focal points for the conception, implementation and coordination of drug control policies and of national and subregional cooperation.

19. Most of the representatives, in describing the sophisticated modus operandi of drug traffickers, emphasized the need to coordinate efforts and measures by means of cross-border investigations and the exchange of intelligence and information. To that end, they had concluded bilateral agreements for cooperation in the exchange of information and in mutual legal assistance in criminal matters. Those agreements enabled, *inter alia*, the assignment of liaison officers in neighbouring States and the provision to those States of information on trafficking routes and suspicious shipments. Successful arrests and seizures made as a direct result of close cooperation between neighbouring States were cited.*

20. Several representatives observed that the geographical location of their countries rendered them vulnerable to well-organized trafficking networks. As a further measure to tighten border control, their Governments had convened subregional meetings on security, with particular emphasis on strengthening ways and means of detecting smugglers and traffickers.

21. A cause for concern was the increased ability of drug traffickers and criminal organizations to operate internationally. Training of drug law enforcement officers to deal with this development was necessary. Countries with more experience and resources in the area had been conducting training courses for law enforcement officers from African States and Arabic-speaking countries outside the region.

22. The Meeting was informed of an agreement concluded in October 1995 between UNDCP and the secretariat of the Economic Community of West African States (ECOWAS). By virtue of that agreement, technical assistance and advisory services would be provided to a drug coordination unit to be established in the ECOWAS secretariat.

B. Meeting of Heads of National Drug Law Enforcement Agencies, Asia and the Pacific

23. Statements were made by the representatives of Australia, Azerbaijan, India, Indonesia, Micronesia (Federated States of), Pakistan, Philippines, Republic of Korea, Tonga and Viet Nam, by the observers for the World Customs Organization and the Colombo Plan and by UNDCP.

24. In general the need for countries to support and assist one another with the exchange of information and mutual legal assistance was stressed. To facilitate cooperation, representatives described their country's adoption and continued support for informal agreements to permit the speedy exchange of operational information and more formalized agreements using memoranda of understanding to promote requests for mutual legal assistance in drug-related criminal prosecutions.

25. UNDCP detailed the various memoranda of understanding signed with countries in the region. Most notable were two regional memoranda that included commitments for cooperation in drug control matters by countries of both south-west and south-east Asia. The Meeting was informed of the most recent UNDCP projects being implemented in support of those regional memoranda. Particular attention was drawn to two projects aimed at increasing cooperation among the countries of south-east and south-west Asia with respect to the control of precursor chemicals. The signed commitment by both the South Asian Association for Regional Cooperation (SAARC) and UNDCP to cooperate in matters of drug control was also brought to the attention of the Meeting. Two forthcoming international meetings to be held under the auspices of UNDCP

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*After the Ninth Meeting of HONLEA, Africa, in June 1996, two important cooperation instruments were concluded in the region: (a) the Plan of Action on Drug Control in Africa, adopted by the Organization of African Unity (OAU) at its Thirty-second Assembly of Heads of State and Government, held at Yaoundé from 1 to 10 July 1996; and (b) the Protocol on Combating Illicit Drug Trafficking in the Southern African Development Community Region, adopted on 24 August 1996 at Maseru by the States members of the Southern African Development Community (SADC).

with strong support from both Japan and China were described as further evidence of the continuing spirit of cooperation among countries of the region: the first, to be held at Shanghai from 25 to 29 November 1996, would focus on amphetamine-type stimulants; the second, to be held in Japan in 1997, would address legal and practical issues for the most appropriate application of article 17, Illicit traffic by sea, of the United Nations Convention against Illicit Traffic in Narcotic Drugs and Psychotropic Substances of 1988.

26. Representatives advised the meeting of a number of agreements in the form of memoranda of understanding signed bilaterally with other countries or concluded on a multilateral basis with the assistance of UNDCP or regional organizations. The practice of entering into cooperative agreements had clearly increased and was the approach favoured by many countries to establish an international working relationship in drug control matters. Countries reported increasing numbers of drug-related investigations in which other countries had participated or provided assistance. Many of the examples cited by the representatives involved more than one other country, further evidence of the need for a legal base upon which to provide cooperation.

27. The representatives of India and Pakistan highlighted the continuance of their Governments' agreement to meet at regular intervals at the policy and operational levels to review and determine common approaches on drug-related problems affecting their common border, such as the movement of precursors and trafficking in heroin and other drugs, as well as on the establishment of systems for the regular exchange of operational information.

28. The agreement signed in 1994 between Pakistan and the Islamic Republic of Iran to promote the exchange of information and conduct joint training courses and joint patrolling is still in effect and receiving full support from UNDCP. In that connection, UNDCP has provided equipment to the border forces of the two countries. In view of the positive results from the joint project, Pakistan and the Islamic Republic of Iran have requested UNDCP to expand the project to cover their respective borders with Afghanistan. UNDCP is in the process of creating a security zone to combat trafficking from Afghanistan to the neighbouring countries. This arrangement will involve the Islamic Republic of Iran, Pakistan, Tajikistan, Turkmenistan and Uzbekistan, which will work closely with each other. The value of organizations such as SAARC and ICPO/Interpol as a conduit for the exchange of information was commented upon by the representative of India.

29. The Federated States of Micronesia drew attention to the position of smaller countries that were vulnerable to the drug menace. Such countries, while not having a large problem by world standards, still required assistance and support in order to control problems associated with drug trafficking and money-laundering. With assistance from UNDCP, the Federated States of Micronesia had drafted legislation covering many of the requirements of the 1988 Convention, including provisions to control the proceeds of drug-related crimes and money-laundering.

30. The nineteenth meeting of Senior Officials for Drugs held at Hanoi from 16 to 20 September 1996, had addressed issues of regional cooperation between States members of ASEAN and was a further indication of the intent of south-east Asian countries to resolve drug control matters through cooperation.

31. A number of Governments in the region, while cooperating with one another in the field of drug control and related problems, also reported working closely with various States outside the region. Canada, France, Germany, United Kingdom of Great Britain and Northern Ireland and United States of America, as well as the European Community and ICPO/Interpol, continued to provide information and other assistance to many countries in support of drug and financial investigations and controlled deliveries. Those countries and organizations, together with Australia, Japan and New Zealand, were complimented by a number of representatives for having provided training assistance in the fields of drug law enforcement and financial investigation. The observer for the World Customs Organization drew attention to the Regional Intelligence Liaison Office, currently headquartered at Hong Kong, as a source of information and a conduit for its exchange.

32. Australia was pleased to advise that the High Court decision reported to the Twentieth Meeting of HONLEA, Asia and the Pacific, ruling that controlled deliveries were illegal in Australia had been superseded by new legislation.

33. Attention was drawn to the value of drug liaison officers in providing instant access to the law enforcement agencies of their respective countries in support of drug investigations and in contributing expertise to the drug enforcement agencies in the host country. The practice of stationing drug liaison officers was supported and countries of the region were encouraged to implement similar programmes.

34. Many representatives referred to an increasing concern about money-laundering and the need to address the problem. Legislation in a number of countries was still not suited to combating the problem and assistance in developing relevant legislation was required from UNDCP and other organizations and countries with experience in that area. States that had not yet become parties to the 1988 Convention were urged to do so and to implement its provisions on money-laundering. It was noted, however, that a number of States in the region lacked the necessary tools, including trained personnel, to conduct financial investigations or to assist others with such investigations. Training was required on a priority basis from those States and international organizations with appropriate expertise to ensure that States of the region could cooperate in financial investigations.

V. ORGANIZATION OF FUTURE MEETINGS

35. Because of the financial crisis facing the United Nations, it has become necessary to postpone a number of meetings. The meetings currently scheduled for 1997 are as follows:

(a) The thirty-second session of the Subcommission on Illicit Drug Traffic and Related Matters in the Near and Middle East, to be held at Baku from 17 to 21 February 1997;

(b) The Eighth Meeting of HONLEA, Latin America and the Caribbean, to be held at Santiago, Chile, during the second half of 1997.*

The outcome of the meeting of the Subcommission will be the subject of a separate report to the Commission (E/CN.7/1997/4/Add.2).

36. For the provisional agenda for the Eighth Meeting of HONLEA, Latin America and the Caribbean, currently scheduled to be held at Santiago, Chile, during the second half of 1997 unless an invitation is received from a Government in the region to host it, see paragraph 5.

37. For the provisional agendas of the Tenth Meeting of HONLEA, Africa, currently scheduled to be held at Abuja in 1998, and the Twenty-second Meeting of HONLEA, Asia and the Pacific, currently scheduled to be held at Kuala Lumpur in 1998, see paragraphs 6 and 7, respectively.

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*In the absence of a government offer to host a meeting, the subsidiary bodies meet at the headquarters of the regional commission.

VI. DISCUSSION AT THE INFORMAL INTER-SESSIONAL MEETINGS OF THE COMMISSION ON IMPROVING THE EFFICIENCY OF MEETINGS OF THE SUBSIDIARY BODIES OF THE COMMISSION

38. During the informal inter-sessional meetings of the Commission held on 27 September and 11 December 1996, the question of improving the efficiency of meetings of the subsidiary bodies was discussed. While recognizing that the HONLEA meetings and the sessions of the Subcommission were important as regional forums to examine issues of concern to the respective regions, it was suggested that the agendas of the meetings might be even more concrete. Following up on that suggestion, it was proposed that the meetings of the subsidiary bodies to be held during 1997 could also serve as a filter for subjects to be examined by the General Assembly at its special session on international drug control in 1998. It will therefore be proposed that an item be added to the agenda of each of the subsidiary bodies, entitled "Review of issues for consideration by the General Assembly at its special session on international drug control in 1998".

39. Though there was agreement that the subsidiary bodies should continue to meet on a regular basis, there was no consensus with respect to the frequency of meetings. Some representatives were of the view that the unique role of the meetings of the subsidiary bodies warranted annual sessions, whereas others favoured biennial sessions in order to make rational use of scarce resources while allowing sufficient time for follow-up action. It was proposed that, should a biennial approach be adopted, special meetings of the subsidiary bodies could be convened if necessary. At the same time, there was strong support for the Subcommission to continue to meet on an annual basis. It was urged that, if the frequency of meetings of all the subsidiary bodies was to be harmonized, the situation specific to each region should be taken into account.

UNITED
NATIONS

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Economic and Social
Council

Distr.
GENERAL

E/CN.7/1997/4/Add.2
6 March 1997

ORIGINAL: ENGLISH

COMMISSION ON NARCOTIC DRUGS
Fortieth session
Vienna, 18-27 March 1997
Item 6 of the provisional agenda*

ILLICIT DRUG TRAFFIC AND SUPPLY, INCLUDING REPORTS OF SUBSIDIARY BODIES OF THE COMMISSION

World situation with regard to illicit drug trafficking

Report of the Secretariat

Addendum

REPORTS OF SUBSIDIARY BODIES

Summary

The present addendum to the report of the Secretariat on the world situation with regard to illicit drug trafficking reflects the current situation with respect to regional and subregional cooperation in the region of the Subcommission on Illicit Drug Traffic and Related Matters in the Near and Middle East. Various matters calling for action by or brought to the attention of the Commission on Narcotic Drugs are contained in the report of the Subcommission on its thirty-second session, which is before the Commission.

*E/CN.7/1997/1.

V.97-21360T

CONTENTS

		Paragraphs	*Page*
I.	MATTERS CALLING FOR ACTION BY OR BROUGHT TO THE ATTENTION OF THE COMMISSION ON NARCOTIC DRUGS	1-8	2
	A. Draft resolutions to be recommended by the Commission on Narcotic Drugs for adoption by the Economic and Social Council	1	2
	B. Recommendations adopted by the Subcommission on Illicit Drug Traffic and Related Matters in the Near and Middle East at its thirty-second session	2-7	8
	C. Resignation of Sweden as a member of the Subcommission	8	9
II.	MAJOR THEMES COVERED BY RECOMMENDATIONS OF THE SUBCOMMISSION SINCE THE THIRTY-NINTH SESSION OF THE COMMISSION	9	10
III.	CURRENT SITUATION WITH RESPECT TO REGIONAL AND SUBREGIONAL COOPERATION	10-23	10
IV.	IMPLEMENTATION BY STATES OF THE REGION OF THE PROVISIONS OF THE 1988 CONVENTION	24-29	12
V.	ORGANIZATION OF THE THIRTY-THIRD SESSION OF THE SUBCOMMISSION ON ILLICIT DRUG TRAFFIC AND RELATED MATTERS IN THE NEAR AND MIDDLE EAST	30-34	13

I. MATTERS CALLING FOR ACTION BY OR BROUGHT TO THE ATTENTION OF THE COMMISSION ON NARCOTIC DRUGS

A. Draft resolutions to be recommended by the Commission on Narcotic Drugs for adoption by the Economic and Social Council

1. The Subcommission on Illicit Drug Traffic and Related Matters in the Near and Middle East recommends to the Commission on Narcotic Drugs the approval of the following draft resolutions for adoption by the Economic and Social Council:

DRAFT RESOLUTION I

Baku Accord on Regional Cooperation against Illicit Cultivation, Production, Trafficking, Distribution and Consumption of Narcotic Drugs and Psychotropic Substances and their Precursors

The Commission on Narcotic Drugs,

Recommends to the Economic and Social Council the adoption of the following draft resolution:

"*The Economic and Social Council*,

"*Convinced* that the Baku Accord on Regional Cooperation against Illicit Cultivation, Production, Trafficking, Distribution and Consumption of Narcotic Drugs and Psychotropic Substances and their Precursors, will contribute to the enhancement of the struggle against illicit trafficking in drugs,

"1. *Takes note* of the Baku Accord on Regional Cooperation against Illicit Cultivation, Production, Trafficking, Distribution and Consumption of Narcotic Drugs and Psychotropic Substances and their Precursors, the text of which is annexed to the present resolution;

"2. *Urges* Member States, in accordance with the provisions of the Baku Accord, to take all appropriate measures at the national and international levels to continue to combat the illicit traffic in narcotic drugs and psychotropic substances in all its forms;

"3. *Invites* the Secretary-General to inform all Member States, relevant specialized agencies and entities of the United Nations system and other intergovernmental organizations of the adoption of the Baku Accord;

"4. *Urges* Member States to take all necessary measures to implement the Baku Accord in accordance with their national legislation;

"5. *Invites* Member States to promote public campaigns, including the use of the mass media, to enhance public awareness of drug abuse and drug prevention programmes.

"ANNEX

"Baku Accord on Regional Cooperation against Illicit Cultivation, Production, Trafficking, Distribution and Consumption of Narcotic Drugs and Psychotropic Substances and their Precursors

"*A. Nature and extent of the problem*

"1. The Subcommission on Illicit Drug Traffic and Related Matters in the Near and Middle East opened its thirty-second session at Baku on 17 February 1997 with an expanded membership, better representing the diverse character of the region as a whole and of its subregions, and affording greater possibilities for more in-depth discussion of the illicit drug-trafficking situation and its impact on the region, and of new cooperative modalities for effective counteraction. The new composition of the Subcommission is indicative of global developments in illicit drug trafficking, which are reflected in conditions in some States in the Near and Middle East.

"2. The expanding and complex system of global organized drug crime, involving cultivation, production, trafficking, distribution and consumption activities, which penetrate various sectors, has already left its mark on the region. Associated criminal activities, especially narcotics-related terrorism and the arms trade, have assumed alarming proportions, in spite of law enforcement efforts.

"3. The consequences of illicit drug trafficking in the Near and Middle East are a mirror image of developments at the global level, characterized by the erosion of the hard-won benefits of development, the diversion of some countries from their developmental path, the destabilization of the socio-economic order, the destruction of the moral and social fabric of society and the undermining of the quality of life of the peoples of the region.

"4. As the illicit traffic in and abuse of narcotic drugs and psychotropic substances are serious and growing concerns in the region, the development of an accurate annual estimate of the situation and trends is essential to the successful development and implementation of regional strategies and subregional programmes. An accurate assessment of the magnitude and dimensions of the illicit drug problem in the region is the necessary starting point for both rational policy-making and the promotion of public awareness. In the absence of a reliable and comprehensive intelligence assessment, substantial misconceptions might arise and resources might be misallocated. Moreover, early detection and subsequent action aimed at controlling emerging problems might become extremely difficult.

"*B. Declaration*

"*We, representatives of the States members of the Subcommission on Illicit Drug Traffic and Related Matters in the Near and Middle East,*

"*Having gathered* at the thirty-second session of the Subcommission, held at Baku from 17 to 21 February 1997, to consider the Baku Accord on Regional Cooperation against Illicit Cultivation, Production, Trafficking, Distribution and Consumption of Narcotic Drugs and Psychotropic Substances and their Precursors,

"*Deeply concerned* about the spread of drug abuse in the region and its effects on youth and on future generations,

"*Also deeply concerned* about the rising illicit cultivation of narcotic crops and illicit production of and trafficking in drugs, which pose the main threat to the political, economic, social and cultural structure and stability of the region,

"*Reaffirming* our commitment to combat the multidimensional problems involving illicit drugs,

"*Convinced* that concerted action and comprehensive, well-coordinated programmes are the only means by which to fight problems involving illicit drugs,

"*Have agreed* on the following:

"1. Nationally and regionally coordinated strategies should be developed for the implementation of the mandates and recommendations contained in the Global Programme of Action adopted by the General Assembly at its seventeenth special session,[1] on 23 February 1990, the Tehran Declaration adopted by the ministerial-level conference at the twenty-eighth session of the Subcommission, held at Tehran in 1993, and other relevant international drug control instruments;

"2. Training in the field of drug law enforcement is a priority for many States of the region, and interested national authorities should seek the assistance of competent intergovernmental bodies in the development of inter-agency, multidisciplinary training courses for law enforcement officials of the region, taking into account socio-economic differences, as well as evaluating on an ongoing basis the relevance and impact of all training material and programmes in their respective national circumstances;

"3. Efforts should be made by the international community and intergovernmental bodies and organizations to establish cooperative relations with the authorities in Afghanistan in order to assist in the eradication of illicit cultivation, production and trafficking of narcotic drugs, especially in the drug-producing areas of the country, and to provide them with packages of aid and the means of economic reform, such as human development and capacity-building, mobilization of resources and industrial

development to enable them to resort to alternative sources of income, which would provide better economic possibilities for future generations;

"4. Focal points should be established in the capital cities of States members of the Subcommission in order to improve cooperation and coordination at the national and regional levels, and their titles and addresses should be communicated to their counterparts in the region to enable them to undertake the following action:

"(*a*) To discuss with each other, as frequently as necessary, operational drug-control matters and other modi operandi;

"(*b*) To develop drug intelligence networks to ensure the rapid and secure exchange of information on all illicit drug-trafficking operations;

"(*c*) To share expertise and knowledge in drug law enforcement;

"(*d*) To promote field visits for drug-control officers in the region in order to build up mutual confidence and trust, which are conducive to smooth operations;

"(*e*) To exchange information on drug-trafficking trends and trend indicators, as well as intelligence information on the movement of narcotic drugs, psychotropic substances, precursors and methods of concealing assets, bearing in mind the fact that criminal organizations employ a wide range of sophisticated financial mechanisms, including corporate entities and offshore financial havens, to conceal the origin of their funds;

"(*f*) To exchange skills and techniques used in the detection, investigation and suppression of offences involving illicit drug trafficking and the collection of evidence;

"(*g*) To cooperate and coordinate efforts towards the use of controlled delivery in cases relating to trafficking in narcotic drugs, psychotropic substances and precursors and to money-laundering;

"(*h*) To harmonize drug legislation, in particular with regard to the application of adequate penalties for drug offences;

"(*i*) To facilitate mutual cooperation regarding the identification, seizure, forfeiture and sharing of proceeds proven to be derived from drug-related criminality;

"5. All States should be urged to take effective action to control and prevent the diversion of substances frequently used in the illicit manufacture of narcotic drugs and psychotropic substances, as well as the materials and equipment used in their manufacture. In particular, States of the region should:

"(*a*) Consider notifying the Secretary-General, under the provisions of the United Nations Convention against Illicit Traffic in Narcotic Drugs and Psychotropic Substances of 1988,[2] article 12, paragraph 10 (a), that any country exporting to them a substance in Table I of the Convention should supply them with advance notification of such export, and request that such notification be extended to cover substances in Table II as well;

"(*b*) If they are exporters of substances in Table I or II of the 1988 Convention, accede to the request of the International Narcotics Control Board to provide such pre-export notifications voluntarily to importing countries, even in the absence of a specific request for such notification;

"6. States of the region should require import authorizations for all substances in Schedules III and IV of the Convention on Psychotropic Substances of 1971;[3]

"7. All States in the region should be urged to adopt further legislative and administrative measures to prevent and sanction money-laundering;

"8. All States members of the Subcommission should be urged to make every effort to ensure that the present Accord becomes generally known and is observed and implemented in full in accordance with their domestic laws;

"9. The international community should be requested to assist and cooperate in the development of illicit crop eradication programmes and to promote alternative development programmes;

"10. As proposed in the international drug control treaties, the international community, including intergovernmental bodies, should assist transit countries in enhancing their capabilities to suppress illicit drug trafficking;

"11. The international community, including intergovernmental bodies, should provide financial assistance to States of the region that lack technical equipment, and in which the Government exercises control over licit drugs and combats illicit trafficking;

"12. To stem the flow of illicit drugs, reducing illicit drug demand is as important as reducing illicit drug supply and trafficking. Significant progress in drug control cannot be made without that balanced approach. Prevention and demand reduction must be intensified and accorded the high priority that they deserve;

"13. Comprehensive preventive programmes must be designed to emphasize a multisectoral and intersectoral approach as an integral part of national development planning. They should focus on protecting young people, who are at risk of becoming consumers and traffickers, and should safeguard their well-being and quality of life, thereby maintaining a drug-free society. Using all preventive, educational, medical and legal information available, such programmes should raise the awareness of youth of the negative consequences of drug abuse and should be tailored individually to target specific groups of potential young abusers;

"14. In order to maintain the traditional privacy of the family recognized in most States in the region, States members of the Subcommission should consider ensuring anonymity to any abuser who undergoes medical examination, treatment and rehabilitation;

"15. All States should be called upon to strengthen their national legal and judicial systems in conformity with the existing international drug control treaties, in order to improve and carry out effective drug-control activities in cooperation with other States;

"16. States in the region should consider facilitating the extradition of persons accused of drug-trafficking offences and refrain from granting political asylum or other forms of protection to such persons;

"17. All States should recognize the negative impact on anti-trafficking activities by customs, border-control and law enforcement authorities created by absence or loss of effective exercise of sovereignty in any part of a State because of internal strife, foreign occupation or other causes, which may give rise to illicit transit traffic in drugs, and should condemn any violation of national borders and territorial integrity;

"18. The Subcommission should continue to meet on an annual basis in a capital city of the region;

"19. The Secretary-General is invited to consider, upon request by interested Governments, how the various elements contained in the present Accord might be carried out, and to examine with them the most suitable modalities for following up appropriate activities, at the national, regional and international levels;

"20. The Secretary-General is also invited to transmit the text of the present Accord to all States Members of the United Nations to serve as a background document for the special session of the General Assembly devoted to the fight against the illicit production, sale, demand, traffic and distribution of narcotic drugs and psychotropic substances and related activities, to be held in June 1998.

"[1]See resolution S-17/2, annex.

"[2]*Official Records of the United Nations Conference for the Adoption of a Convention against Illicit Traffic in Narcotic Drugs and Psychotropic Substances, Vienna, 25 November-20 December 1988*, vol. I (United Nations publication, Sales No. E.94.XI.5).

"[3]United Nations, *Treaty Series*, vol. 1019, No. 14956."

DRAFT RESOLUTION II

Working languages of the Subcommission on Illicit Drug Traffic and Related Matters in the Near and Middle East

The Commission on Narcotic Drugs,

Recommends to the Economic and Social Council the adoption of the following draft resolution:

"*The Economic and Social Council*,

"*Recalling* its decision 1993/246 of 27 July 1993 and its decision 1996/248 of 23 July 1996, by which it authorized the enlargement of the membership of the Subcommission on Illicit Drug Traffic and Related Matters in the Near and Middle East,

"*Noting* that, of a total membership of 24 States, six States, namely Azerbaijan, Kazakstan, Kyrgyzstan, Tajikistan, Turkmenistan and Uzbekistan use Russian as the working lingua franca of their drug law enforcement agencies,

"1. *Decides* that the Subcommission on Illicit Drug Traffic and Related Matters in the Near and Middle East shall use Arabic, English and Russian as its working languages for future sessions;

"2. *Requests* the Secretary-General to adopt the necessary measures and provide the financial resources required for the implementation of the present resolution."

B. Recommendations adopted by the Subcommission on Illicit Drug Traffic and Related Matters in the Near and Middle East at its thirty-second session

2. The Subcommission on Illicit Drug Traffic and Related Matters in the Near and Middle East, at its thirty-second Session, adopted the recommendations presented below, which were drawn up by its working groups on the issues covered in their deliberations.

1. Illicit drug trafficking by sea and smuggling of drugs in containers

3. The following recommendations were adopted on issue 1:

(a) States in the region should be encouraged to establish a container programme operated by experienced officers and supported by inter-agency personnel;

(b) States in the region should encourage their drug law enforcement agencies to enter into memoranda of understanding with carriers and freight forwarders to develop commercial information and mutual cooperation;

(c) The United Nations International Drug Control Programme (UNDCP) should establish a container profiling programme financed from a special fund set up by means of contributions by Governments of any confiscated assets of convicted drug traffickers.

2. Review of the establishment and functioning of a cooperation mechanism in the region

4. The following recommendations were adopted on issue 2:

(a) UNDCP should be invited to assist States members of the Subcommission that are currently unable to fight drug abuse because of a lack of financial and technical resources;

(b) The secretariat of the Economic Cooperation Organization should act in the future as coordinator between its member States in drug control matters;

(c) States members of the Subcommission are encouraged to exchange information between one another directly, while also reporting the information to the relevant international organizations.

3. Exchange of views and information on drug-trafficking organizations

5. The working group did not make any specific recommendations other than those logically implied in its observations and conclusions.

4. Illicit trafficking in precursors

6. The following recommendations, relating in particular to States exporting and importing precursor chemicals as well as transit States, were made on issue 4:

(a) Each State in the region should undertake a national survey on its legitimate annual requirements for substances listed in Tables I and II of the United Nations Convention against Illicit Traffic in Narcotic Drugs and Psychotropic Substances of 1988[1] and report on the survey to UNDCP;

(b) All States in the region should undertake to notify the importing State as well as transit States with regard to shipments of precursor chemicals prior to those shipments, so as to allow sufficient monitoring of movements within the region;

(c) UNDCP should assist in the further development of precursor control procedures in States that require assistance (involving mainly importing and transit States);

(d) The International Narcotics Control Board should improve its cooperation with States in the region in the monitoring of precursor chemicals and, in particular, the identification of suspicious and illicit shipments (involving importing and transit States);

(e) UNDCP should compile specific information on the precursor control schemes and requirements in place in each State in the region prior to the next session of the Subcommission and report thereon prior to the next session. This would ensure that during the thirty-third session a review of the status of precursor control and further specific requirements can be undertaken in a working group on this subject;

(f) In response to a generous offer by the delegation of Egypt, States members of the Subcommission should establish formal contacts with the competent Egyptian authorities to obtain regular information on movements of precursor chemicals through the Suez Canal. Other States within the region of the Subcommission that are in a legal position to do so are encouraged to provide similar assistance and information to other member States on shipments through their territories and territorial waters (involving mainly transit States).

5. Illicit cultivation, production and manufacture of drugs in the region

7. The following recommendations, which constitute an action plan for Afghanistan, were made on issue 5:

(a) Political and public awareness of the dramatic and destructive effects of illicit opium production should be enhanced, having recourse to farmers, regional and religious leaders, tribal heads and rural communities;

(b) Governments extending financial support on a bilateral basis and UNDCP should be invited to advise the Government and community leaders of the need to introduce sustainable eradication and development programmes, including the enactment of strict national laws against illicit drug cultivation providing for severe punishment of offenders;

(c) A major assistance programme should be directed at farmers in areas of illicit cultivation to encourage them to plant licit crops, and should include: seminars and workshops to upgrade farming techniques and skills; the establishment of loan and credit systems for farmers taking part in the crop substitution campaign; and the supply of new farming equipment.

C. Resignation of Sweden as a member of the Subcommission

8. In a letter dated 13 February 1997 addressed to the Chairman of the Subcommission at its thirty-second session, the Ministry of Foreign Affairs of Sweden tendered the resignation of Sweden as a member of the Subcommission. Sweden was one of the five founding members (with Afghanistan, Iran (Islamic Republic of), Pakistan and Turkey) and had played an important liaison role in the early years of the Subcommission. Now that the Subcommission had expanded into a wide-ranging regional group, the Government of Sweden considered that it would be appropriate for Sweden, as a State outside the region, to resign its membership. The Subcommission, noting with appreciation the contributions of Sweden to the early development of its work, accepted its resignation with understanding.

II. MAJOR THEMES COVERED BY RECOMMENDATIONS OF THE SUBCOMMISSION SINCE THE THIRTY-NINTH SESSION OF THE COMMISSION

9. A major outcome of the thirty-second session of the Subcommission was the Baku Accord, the focus of which was regional and cross-regional collaboration on a range of technical matters concerning illicit cultivation, production, distribution, trafficking and consumption of narcotic drugs and psychotropic substances. Through that instrument, States members of the Subcommission also renewed their commitment to combat the multidimensional aspects of illicit drug trafficking. It is envisaged that the Accord will provide the basis for stepping up concerted measures to suppress illicit drugs through a multidisciplinary, inter-agency approach designed to achieve more effective coordination of trans-border activities. The issues dealt with by the working groups of the Subcommission were as follows: illicit drug trafficking by sea and smuggling of drugs in containers; review of the establishment and functioning of cooperation mechanisms in the region; exchange of views and information on drug-trafficking organizations; illicit trafficking in precursors; and illicit cultivation, production and manufacture of drugs in the region. The central themes of the discussions were the following: the promotion of cooperation in law enforcement and the exchange of information on drug traffickers; harmonization of various bilateral, multilateral and regional approaches to controlling substances used in the illicit manufacture of narcotic drugs and psychotropic substances, including the legislative frameworks, so as to facilitate the worldwide exchange of information on suspicious transactions involving such substances; and the eradication of illicit crops and the development of programmes to advance crop substitution and alternative development projects.

III. CURRENT SITUATION WITH RESPECT TO REGIONAL AND SUBREGIONAL COOPERATION

10. Statements were made by the representatives of Azerbaijan, Iran (Islamic Republic of), Iraq, Jordan, Kyrgyzstan, Lebanon, Pakistan, Turkey and Uzbekistan, by the observer for the Russian Federation, by the observers for the Council of Arab Ministers of the Interior, the International Criminal Police Organization (ICPO/Interpol) and the Naif Arab Academy for Security Sciences, as well as by a representative of UNDCP.

11. The Chief of the Operational Activities Branch of UNDCP reviewed the illicit drug situation in the region and provided detailed information on memoranda of understanding and existing cooperation schemes under implementation in States in the region, the initiation of which involved the commitment at the highest political level of States having concluded memoranda of understanding. Among the memoranda of understanding already launched, she focused on the programmes undertaken in Afghanistan and the surrounding States, the border cooperation between India and Pakistan, the cross-border law enforcement programme between the Islamic Republic of Iran and Pakistan and the programmes launched in the member States of the Commonwealth of Independent States in Central Asia. Furthermore, she underlined that implementation of subregional programmes against illicit drug trafficking in the region required close collaboration between law enforcement agencies and all other concerned authorities, as well as between neighbouring States. In that connection, UNDCP was making a special effort to assist States in the region in putting the appropriate mechanisms in place, such as joint meetings, joint training courses and improved communication techniques.

12. Entering into cross-border agreements and arrangements within and across the region had led to more effective drug law enforcement action. Yet there still was a need to enhance the capabilities of drug law enforcement systems in the region, in areas such as the exchange of information, institution-building and the development of personnel skills, making them more compatible and more harmonized, in order to stem the flow and counteract the effects of illicit drugs. In particular, more forward-looking operating procedures were called for, making it possible to better anticipate and respond to developments and emerging trends.

13. Needs assessment, in terms of such institution- and capacity-building, would be appropriate as a means by which to determine areas for self-improvement within the region. It was desirable to achieve a marked improvement in the illicit drug situation and to contain the problem, halting spillover effects in the region.

14. Appreciation was expressed for the various forms of action being pursued in different regions and at the international level. Worthy of note in that connection were the efforts of UNDCP toward promoting bilateral and multilateral cooperation across regions. Particular reference was made to initiatives and action taking place under the auspices of UNDCP and the Economic Cooperation Organization, which, at the ministerial level and by means of memoranda of understanding, aimed at coordinating various drug control activities and sponsoring relevant projects.

15. States welcomed initiatives toward the creation of interministerial drug-control coordinating bodies and national drug-control programmes.

16. Reference was made to recent developments of relevance to the Near and Middle East region and the work of the Subcommission. In particular, concern was expressed about a new illicit drug-trafficking route that had emerged in Transcaucasia, influenced by the transit corridor through the subregion for illicit drugs from south-west Asia and from central Asia destined for Europe.

17. States agreed that illicit drugs had proliferated in the region in unprecedented proportions, and that immediate remedial measures had to be taken. Partnership was considered essential in that endeavour. In that connection, Azerbaijan proposed the adoption of an accord that would provide a region-specific perspective and approach, and outline goals, objectives and a corresponding set of measures to be pursued jointly within a given time-frame. Such an accord would represent an expression of political will that would transcend differences, capitalizing on cooperation and mutual assistance in applying technical know-how to achieve common regional purposes and benefits.

18. A number of important issues requiring urgent action to improve cooperation in common border areas in the region were as follows:

(a) Exchange of detailed information on drug-trafficking organizations;

(b) Establishment of telephone, telex, telefax and other communication links to facilitate and expedite action against drug traffickers;

(c) Appointment of drug liaison officers between States members of the Economic Cooperation Organization;

(d) Setting up a regional intelligence office;

(e) Establishment of joint patrolling on borders to prevent movements of illicit drugs;

(f) Promotion of the application of controlled delivery techniques by neighbouring States in the region;

(g) Exchange of samples of illicit drugs seized;

(h) Harmonization of national drug-related laws and regulations.

19. Several representatives informed the Subcommission of a number of bilateral and multilateral drug-related cooperation agreements in the form of memoranda of understanding concluded within and outside the region

with a view to coordinating action against the illicit traffic. Those agreements had resulted in significant drug seizures and interdiction.

20. It was stressed that the Russian language should be included as a working language of the Subcommission, since it was the lingua franca of the law enforcement officials of a number of new members of the Subcommission (see chapter I, section A, draft resolution II).

21. The observer for ICPO/Interpol indicated that reports received showed that the quantity of narcotic drugs being produced in the region were greater than in any other region in the world. What made the situation alarming was the emergence of a large population of persons addicted to drugs in the Near and Middle East. The link between production and consumption was self-evident in the fact that, prior to the beginning of local production, heroin abuse in the region did not exist. ICPO/Interpol provided law enforcement agencies in its member States with valuable assistance in their fight against criminal activity on an international scale, and, in the light of such support, more States in the region were invited to become members of that organization.

22. The observer for the Council of Arab Ministers of the Interior informed the Subcommission of action taken by the Council to support drug control in the Arab world. He referred to a new strategy against the proliferation of drugs in the Arab world, adopted in early 1986 on the basis of Islamic law. The strategy was being implemented in the context of two five-year plans currently being executed by the secretariat of the Council and the Naif Arab Academy for Security Sciences. The Council focused its attention on cooperation and coordination with all international organizations and agencies in combating the drug phenomenon and reducing its proliferation.

23. The observer for the Naif Arab Academy for Security Sciences at Riyadh, formerly the Arab Security Studies and Training Centre, pointed out that the change in the name of the institute did not denote a change in its activities, the most recent of which he outlined. He expressed the unwavering commitment of the Academy to the work of the Subcommission and its resolve to join with and assist Governments of the region in eliminating illicit drugs under a policy of zero tolerance and through adopting modern scientific approaches consistent with the teaching of Islam. In the spirit of Islam, Governments also had an obligation to ensure the security and safety of their people, *inter alia*, by freeing their societies from the devastating effects of illicit drugs on the population. This was one of the future challenges facing the Subcommission.

IV. IMPLEMENTATION BY STATES OF THE REGION OF THE PROVISIONS OF THE 1988 CONVENTION

24. Statements were made by the representatives of India, Iran (Islamic Republic of), Jordan and United Arab Emirates.

25. The speakers emphasized the importance of regional and universal adherence to the international drug control treaties and of strict implementation of their provisions. States of the region not parties to those treaties were urged to expedite their accession or ratification and provisionally to apply their provisions, pending the entry into force of each treaty. It was stated that the item under consideration should be included in the agenda for the thirty-third session of the Subcommission, and UNDCP was requested to evaluate and continuously monitor progress on the effective implementation of the 1988 Convention by States of the region.

26. Particular reference was made to the positive results obtained by the establishment of bilateral and multilateral agreements, especially in the area of mutual assistance. Mention was made of measures adopted to implement the provisions of article 7, concerning mutual legal assistance, article 10, on international cooperation and assistance for transit States, and article 11, concerning the use of the technique of controlled delivery.

27. One representative stated that his Government was finalizing its arrangements for ratification of the Convention on Psychotropic Substances of 1971.[2]

28. Support was expressed for the conclusion of a comprehensive convention on extradition by the members of the Economic Cooperation Organization, with a view to enhancing the effectiveness of extradition procedures.

29. One representative referred to measures to ensure, as a matter of priority, preventive programmes to deal with illicit drug abuse, including the establishment of national coordinating mechanisms involving relevant agencies. Campaigns had been initiated to increase awareness, particularly among the young generation, of the harmful effects of drug abuse.

V. ORGANIZATION OF THE THIRTY-THIRD SESSION OF THE SUBCOMMISSION ON ILLICIT DRUG TRAFFIC AND RELATED MATTERS IN THE NEAR AND MIDDLE EAST

30. The Subcommission was reminded of a decision, taken at the thirty-first session of the Subcommission, that the status of implementation of recommendations adopted at a meeting of a Subcommission, would be examined two years after their adoption. The implementation of recommendations adopted at the thirty-first session of the Subcommission would therefore be examined at the thirty-third session of the Subcommission.

31. The Subcommission included a special item to allow further review of issues that might be relevant to the special session of the General Assembly devoted to the fight against the illicit production, sale, demand, traffic and distribution of narcotic drugs and psychotropic substances and related activities, to be held in June 1998. It also decided to continue examining the implementation of the 1988 Convention by States members of the Subcommission. To assist the Subcommission in that task, UNDCP was requested to evaluate and continuously monitor such implementation.

32. In response to a request for additional information on preventive campaigns as well as on treatment and rehabilitation of abusers, the Secretariat will make available to the thirty-third session a background document for circulation, though not for discussion.

33. In the absence of any offer to host the thirty-third session, the Secretariat was requested to send a note verbale to all States members of the Subcommission to ascertain whether one of them would be in a position to act as host to that session.

34. After discussion, the Subcommission approved the following draft provisional agenda for its thirty-third session:

1. Election of Officers.

2. Adoption of the agenda.

3. Current situation with respect to regional and subregional cooperation.

4. Consideration of topics by working groups:

   (a) Illicit trafficking in precursors;

   (b) Terrorist organizations involved in drug trafficking;

(c) Illicit cultivation and production of opiates;

(d) New trends in illicit traffic in drugs.

5. Implementation of the recommendations adopted by the Subcommission at its thirty-first session.

6. Implementation by States of the region of the provisions of the 1988 Convention.

7. Review of issues for consideration by the special session of the General Assembly on international drug control.

8. Organization of the thirty-fourth session of the Subcommission.

9. Other business.

10. Adoption of the report.

Notes

[1]*Official Records of the United Nations Conference for the Adoption of a Convention against Illicit Traffic in Narcotic Drugs and Psychotropic Substances, Vienna, 25 November-20 December 1988*, vol. I (United Nations publication, Sales No. E.94.XI.5).

[2]United Nations, *Treaty Series*, vol. 1019, No. 14956.

UNITED
NATIONS

E

Economic and Social
Council

Distr.
GENERAL

E/CN.7/1997/4/Add.3
11 March 1997

ORIGINAL: ENGLISH

COMMISSION ON NARCOTIC DRUGS
Fortieth session
Vienna, 18-27 March 1997
Item 6 of the provisional agenda*

ILLICIT DRUG TRAFFIC AND SUPPLY, INCLUDING REPORTS OF SUBSIDIARY BODIES OF THE COMMISSION

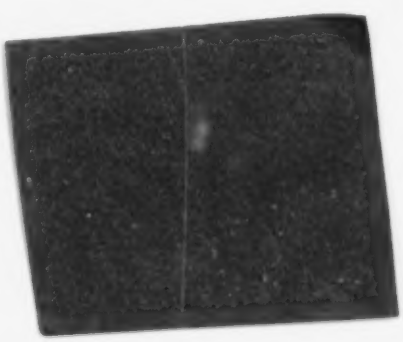
World situation with regard to illicit drug trafficking

Report of the Secretariat

Addendum

POVERTY ERADICATION

I. At its 1996 coordination segment, the Economic and Social Council adopted agreed conclusions 1996/1 on coordination of the United Nations system activities for poverty eradication. In a letter dated 5 September 1996 (see annex), the President of the Council conveyed those agreed conclusions to the Chairman of the Commission on Narcotic Drugs at its thirty-ninth session. The President noted that the Council had examined the role of the Commission in view of the close connection between poverty and some aspects of the drug problem, and because the World Summit for Social Development, held at Copenhagen from 6 to 12 March 1995, had adopted a number of recommendations on drugs. In that connection, he drew particular attention to paragraph 48 of the agreed conclusions.



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2. Paragraph 48 states:

> "The Commission on Narcotic Drugs and the Commission on Crime Prevention and Criminal Justice should provide appropriate inputs into the consideration of poverty-related issues by the Commission for Social Development, notably in its discussion of social integration and participation of all people, scheduled for 1998, and into other relevant functional commissions as appropriate."

3. The President also drew attention to paragraphs 36 and 37 of the agreed conclusions, which read as follows:

> "36. The Economic and Social Council is the central intergovernmental mechanism for coordinating integrated and comprehensive activities of the United Nations system in the field of poverty eradication. It will focus on the provision of comprehensive guidelines and coordination of the work of other organs to ensure a multidimensional, integrated and gender-sensitive approach to poverty eradication in accordance with, *inter alia*, the provisions of the Programme of Action of the World Summit for Social Development, the Platform for Action, adopted by the Fourth World Conference on Women, and General Assembly resolution 50/227. In its consideration of cross-cutting elements common to major international conferences, and its overall review of the implementation of the programme of action of a United Nations conference, the Council will give due priority to poverty eradication.
>
> "37. The Council will carry out an overall review of the theme of poverty eradication at a date to be determined, as a contribution to the review of the outcome of the World Summit for Social Development. In accordance with their programmes of work as approved by the Council, the relevant functional commissions should, in 1999-2000, prepare technical and focused inputs for the Council's overall review of poverty eradication."

4. The Secretary-General is required to submit a report to the Council at its 1997 session on the implementation of the agreed conclusions. Any action taken by the Commission to implement the relevant agreed conclusions should be included in that report.

5. In view of the foregoing, the Commission may wish to identify appropriate action to implement the relevant agreed conclusions.

6. To assist the Commission in its consideration of appropriate action, the complete text of the agreed conclusions is before the Commission in all the official languages of the United Nations (E/CN.7/1997/CRP.11).

Annex

LETTER DATED 5 SEPTEMBER 1996 FROM THE PRESIDENT OF THE ECONOMIC AND SOCIAL COUNCIL ADDRESSED TO THE CHAIRMAN OF THE COMMISSION ON NARCOTIC DRUGS AT ITS THIRTY-NINTH SESSION

I would like to convey to you the agreed conclusions adopted by the Economic and Social Council at its 1996 coordination segment on the coordination of the United Nations system activities for poverty eradication.

As reflected in part III of the agreed conclusions, the Council, at this segment, took a number of steps to harmonize the intergovernmental consideration of poverty eradication and to ensure that the different dimensions of poverty are covered in a complementary way by its functional commissions and by the Council itself, also taking into account other fora, in particular policy-making organs of specialized agencies.

The Council concluded that its functional commissions should focus on the linkages between their field of competence and poverty eradication, and provided guidance on how its functional commissions should address cross-cutting themes of major recent conferences that relate to poverty eradication. The Council invited its commissions to draw upon the work of others on aspects which do not correspond to core issues for which they have the main responsibility, and, in some cases, to provide inputs to one another.

In view of the close connection between poverty and some aspects of the drug problem, and because the World Summit for Social Development contained a number of recommendations on drugs, the Council also examined the role of the Commission on Narcotic Drugs. I would like to draw your attention in particular to paragraph 48 which addresses the role of the Commission and its contribution to the work of other commissions on poverty and related social issues.

Furthermore, the Council decided that it will carry out a review of the theme of poverty eradication, as a contribution to the review of the World Summit for Social Development, with inputs from the functional commissions (paragraphs 36 and 37). The dates of this examination are yet to be determined by the Council.

Some recommendations in part I of the agreed conclusions on coordinated United Nations support and availability of resources at the field level, as well as in part II on mainstreaming the gender perspective in United Nations poverty eradication activities are also of relevance to the work of your Commission.

I would be very grateful if you could draw the attention of the Commission on Narcotic Drugs to these agreed conclusions. I am confident that the Commission, in its future work, will take into account the guidance given by the Council.

Since the Secretary-General is required to submit a report to the Council at its next session on the implementation of these agreed conclusions, I would be very grateful if you could provide the Secretary-General with information on action taken by the Commission to implement the agreed conclusions, before the next session of the Council.

I wish you success in the preparation of the forthcoming session of the Commission.

(*signed*) Jean-Marie Kacou Gervais

UNITED
NATIONS

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Economic and Social
Council

Distr.
GENERAL

E/CN.7/1997/5
3 January 1997

ORIGINAL: ENGLISH

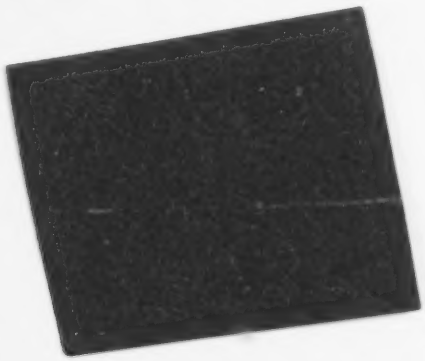
COMMISSION ON NARCOTIC DRUGS
Fortieth session
Vienna, 18-27 March 1997
Item 8 of the provisional agenda*

IMPLEMENTATION OF RESOLUTIONS OF THE GENERAL ASSEMBLY ON INTERNATIONAL DRUG CONTROL

Report of the Secretariat

Summary

Between 1990 and 1995, the General Assembly adopted 21 resolutions relating to international drug control. The present report examines action taken by Member States and the United Nations International Drug Control Programme to implement those resolutions. It is brought to the attention of the Commission for information.



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CONTENTS

		Paragraphs	*Page*
INTRODUCTION		1	2
I.	ADHERENCE TO AND IMPLEMENTATION OF THE INTERNATIONAL DRUG CONTROL TREATIES, IN PARTICULAR THE UNITED NATIONS CONVENTION AGAINST ILLICIT TRAFFIC IN NARCOTIC DRUGS AND PSYCHOTROPIC SUBSTANCES OF 1988, AND REVIEW OF THEIR EFFECTIVENESS	2-4	3
II.	IMPLEMENTATION OF THE GLOBAL PROGRAMME OF ACTION, INCLUDING ACTIVITIES RELATING TO THE UNITED NATIONS DECADE AGAINST DRUG ABUSE	5-11	3
III.	IMPLEMENTATION OF THE UNITED NATIONS SYSTEM-WIDE ACTION PLAN ON DRUG ABUSE CONTROL	12-15	4
IV.	INTERNATIONAL ACTION AGAINST DRUG ABUSE AND ILLICIT TRAFFICKING	16-32	5
	A. Demand reduction	16-18	5
	B. Eradication of illicit crops and alternative development	19-20	6
	C. Strengthening legal and judicial systems	21-23	6
	D. Economic and social consequences of drug abuse and illicit trafficking	24-27	7
	E. Links between drug trafficking and terrorism	28-29	7
	F. Respect for the principles enshrined in the Charter of the United Nations	30-32	8
V.	ESTABLISHMENT, MANAGEMENT AND ACTIVITIES OF THE UNITED NATIONS INTERNATIONAL DRUG CONTROL PROGRAMME	33-37	8
	A. Establishment and management of the United Nations International Drug Control Programme	33-34	8
	B. Administrative and financial arrangements for the Fund of the United Nations International Drug Control Programme	35	9
	C. Drug control strategies, particularly master plans	36-37	9

INTRODUCTION

1. At its thirty-ninth session, the Commission on Narcotic Drugs decided to include in its agenda for the fortieth session, an item on the implementation of General Assembly resolutions and requested the Secretariat to prepare a report on the issue. The present report responds to that request. The report examines action taken to implement General Assembly resolutions that were adopted from 1990 to 1995. During that period, the General Assembly adopted the following 21 resolutions on international drug control issues: resolution S-17/2 of 23 February 1990; resolutions 45/146, 45/147, 45/148 and 45/149 of 18 December 1990 and 45/179 of 21 December 1990; resolutions 46/101, 46/102, 46/103, 46/104 of 16 December 1991 and 46/185 C of 20 December 1991; resolutions 47/97, 47/98, 47/99, 47/100, 47/101 and 47/102 of 16 December 1992; resolutions 48/12 of 28 October 1993 and 48/112 of 20 December 1993; resolution 49/168 of 23 December 1994; and resolution 50/148 of 20 December 1995.

I. ADHERENCE TO AND IMPLEMENTATION OF THE INTERNATIONAL DRUG CONTROL TREATIES, IN PARTICULAR THE UNITED NATIONS CONVENTION AGAINST ILLICIT TRAFFIC IN NARCOTIC DRUGS AND PSYCHOTROPIC SUBSTANCES OF 1988, AND REVIEW OF THEIR EFFECTIVENESS

2. The General Assembly has adopted several resolutions (including resolutions 45/146, 47/97, 49/168 and 50/148) that call for full adherence to and implementation of the international drug control treaties, in particular the United Nations Convention against Illicit Traffic in Narcotic Drugs and Psychotropic Substances of 1988.[1] The response of States to that call may be considered satisfactory in so far as the number of ratifications and accessions registered over the past years has steadily increased. This is particularly true of the 1988 Convention, which only entered into force in November 1990. As at 31 December 1996, 158 States were parties to the Single Convention on Narcotic Drugs of 1961[2] or to that Convention as amended by the 1972 Protocol,[3] 146 States were parties to the Convention on Psychotropic Substances of 1971,[4] and 138 States were parties to the 1988 Convention. However, despite extensive legislative activity to implement the provisions of the international drug control treaties by both parties and non-parties, universal implementation of their provisions has yet to be achieved. The General Assembly monitors the adherence to and implementation of the international drug treaties through the annual report of the Secretary-General on the implementation of the Global Programme of Action, adopted at its seventeenth special session,[5] and through a special report of the Secretary-General on the implementation of the 1988 Convention, which is prepared in even years.

3. The General Assembly has also initiated an evaluation of the effectiveness of the international drug control treaties. At its high-level plenary meetings held in 1993, the Assembly adopted resolution 48/12 of 28 October 1993 on measures to strengthen international cooperation in drug abuse control. In that resolution, the Assembly requested the Commission, with the support of the United Nations International Drug Control Programme (UNDCP) and in cooperation with the International Narcotics Control Board, to monitor and evaluate action taken to implement the international drug control treaties, with a view to identifying areas of satisfactory progress and weakness. The Assembly also requested the Commission and the Economic and Social Council to consider and make recommendations on several drug control issues.

4. At its thirty-seventh session in 1994, the Commission formulated the methodology it wished to follow in implementing resolution 48/12, and requested the Executive Director of UNDCP to examine the matter with the assistance of an ad hoc intergovernmental advisory group. That group met twice during 1994. On the basis of the discussions of the advisory group, and taking into account the deliberations of the subsidiary bodies of the Commission and several international conferences on drug control and related matters, the Executive Director prepared an assessment that was considered by the Commission on Narcotic Drugs at its thirty-eighth and thirty-ninth sessions. In his report, the Executive Director made several recommendations with respect to the functioning of the international drug control treaties, particularly the 1971 Convention. Some of those suggestions are currently being reviewed by parties to that Convention. Provided that there is consensus among the parties to the Convention, the special session of the General Assembly on international drug control, to be held in 1998, may wish to make use of its plenipotentiary powers to adopt amendments to the 1971 Convention.

II. IMPLEMENTATION OF THE GLOBAL PROGRAMME OF ACTION, INCLUDING ACTIVITIES RELATING TO THE UNITED NATIONS DECADE AGAINST DRUG ABUSE

5. The Global Programme of Action on international cooperation against illicit production, supply, demand, trafficking and distribution of narcotic drugs and psychotropic substances sets out a comprehensive list of measures and activities to be undertaken by States and United Nations entities collectively and simultaneously in the fight against all aspects of drug abuse and illicit traffic.

6. The General Assembly has adopted several resolutions (including resolutions 45/148, 46/102, 47/99, 48/112, 49/168 and 50/148) in which it has reaffirmed the importance of the Global Programme of Action as a framework for national, regional and international action to combat drug abuse and illicit trafficking, and has called upon States to implement the mandates and recommendations contained therein.

7. Paragraph 97 of the Global Programme of Action states that the Commission on Narcotic Drugs and the United Nations drug control bodies should continuously monitor progress on the implementation of the Global Programme of Action and that the Secretary-General should report annually to the General Assembly on all activities relating to the Global Programme of Action, and the efforts of Governments.

8. The annual report of the Secretary-General on the implementation of the Global Programme of Action contains a general overview of approaches and policies developed by States, either individually or in cooperation with other States at bilateral, regional and international levels, and by international organizations. The report further contains concrete examples of programmes and measures implemented at the national level, an evaluation of progress on the implementation of the Global Programme of Action and recommendations on ways and means of improving implementation. Many Member States have indicated that the report gives a careful and balanced account of action taken to implement the Global Programme of Action, and has thus served as a suitable monitoring tool.

United Nations Decade against Drug Abuse

9. In adopting the Global Programme of Action, the General Assembly also proclaimed the period from 1991 to 2000 as the United Nations Decade against Drug Abuse, to be devoted to actions designed to promote the implementation of the Global Programme of Action. Over the years, the Assembly has emphasized the importance of the Decade.

10. A number of programmes and activities that States have undertaken since 1991 with a view to implementing the Global Programme of Action have been designed in the context of the observance of the Decade. Activities reported by Governments to UNDCP include general intensification of action at the national level and through cooperation arrangements, issuance of ministerial statements and sponsorship of special events in connection with the Decade, as well as mobilization of basic community-level forces, including elements in the private sector. In addition, more than 50 States have reported observing the International Day against Drug Abuse and Illicit Trafficking on 26 June of each year.

11. Activities of UNDCP in the framework of the Decade have included, *inter alia*, the launch of the Goodwill Ambassadors Programme, the organization of specific events, the convening of specialized conferences, workshops and expert group meetings such as the World Forum on the Role of NGOs in Drug Demand Reduction, held at Bangkok from 12 to 16 December 1994. Likewise, the Department of Public Information of the Secretariat has carried out a variety of multi-media information programmes, many of which draw attention to the Decade. The Department of Public Information and its global network of information centres and services routinely organize programmes and special events for the International Day against Drug Abuse and Illicit Trafficking.

III. IMPLEMENTATION OF THE UNITED NATIONS SYSTEM-WIDE ACTION PLAN ON DRUG ABUSE CONTROL

12. In its resolution 44/141 of 15 December 1989, the General Assembly requested the Secretary-General, in his capacity as Chairman of the Administrative Committee on Coordination (ACC), to coordinate at the inter-agency level the development of a United Nations system-wide action plan on drug abuse control aimed at the full implementation of all existing mandates and subsequent decisions of intergovernmental bodies throughout the United Nations system. The United Nations System-Wide Action Plan on Drug Abuse

Control[6] was designed as an instrument to facilitate coordination, complementarity and non-duplication in drug control activities within the United Nations system.

13. The System-Wide Action Plan, an action-oriented presentation of the mandates and activities of the organizations and agencies of the United Nations system in the field of drug abuse control, was established in 1990. In 1991, the Economic and Social Council mandated the Commission to review its development and implementation.

14. In its resolution 47/100, the General Assembly expressed concern that there had been limited progress by the agencies of the United Nations system in incorporating in their programmes activities aimed at dealing with drug-related problems. The Assembly therefore requested ACC to update, under the direction of the Executive Director of UNDCP, the System-Wide Action Plan as necessary, *inter alia*, by the addition of an annex containing agency-specific implementing plans and the inclusion of a reference to the important role of the international financial institutions and the ability of such institutions to promote economic stability and undermine the drug industry. It also requested ACC to review and update, as necessary, the System-Wide Action Plan on a biennial basis, taking into account the need to simplify and streamline its presentation.

15. The updated System-Wide Action Plan was submitted to the Commission at its thirty-seventh session, and the agency-specific implementing plans annexed to the Action Plan are reviewed as to their adequacy and content every two years, a review that begins in the Commission. There has been notable progress in developing the Action Plan into an action-oriented planning tool to strengthen system-wide cooperation and coordination, including activities undertaken by the multilateral development institutions, in order to maximize the impact of drug control activities within the system. At its thirty-ninth session, the Commission noted with satisfaction the fully revised methodology used in the 1996 update of the Action Plan, on the basis of decisions taken by ACC in 1995 to ensure more effective system-wide cooperation in drug control.

IV. INTERNATIONAL ACTION AGAINST DRUG ABUSE AND ILLICIT TRAFFICKING

A. Demand reduction

16. The General Assembly has called for increased international action to reduce the illicit demand for drugs, and requested that appropriate attention be given to treatment and rehabilitation in all related activities in its resolutions 46/103 and 49/168.

17. The fundamental importance of reducing the illicit demand for drugs has come to be recognized by all. Demand reduction is now considered to be as important a deterrent to drug abuse as reducing illicit drug crop cultivation and illicit drug manufacture, or combating illicit drug trafficking. Nevertheless, the number of Governments that have mounted comprehensive and sustainable strategies for reducing the illicit demand for drugs remains low. Treatment, rehabilitation and social reintegration of former drug abusers have received even less attention.

18. At the international level, the process of elaborating a declaration on the guiding principles of demand reduction, initiated by the Economic and Social Council in its resolution 1995/16 of 24 July 1995, and welcomed by the General Assembly in its resolution 50/148, is well under way. In addition, UNDCP has funded a range of projects on drug demand reduction in many Member States. Those projects are carried out with the involvement of government agencies, non-governmental organizations and local communities. Furthermore, UNDCP has developed research activities in different fields, and analyses the trends and patterns of drug abuse on the basis of information provided in its annual reports questionnaire and of ad hoc surveys funded UNDCP within the framework of a master-plan exercise or in the preparation of projects.

B. Eradication of illicit crops and alternative development

19. In its resolutions 46/103, 47/102, 48/112, 49/168 and 50/148, the General Assembly called for the implementation of programmes of alternative and sustainable development that have as their objectives the reduction and elimination of illicit drug production. A number of Governments have adopted strategies of rural or alternative development to combat the illicit cultivation of narcotic plants, with varying degrees of success. Those strategies entail the cultivation of economically viable crops, and are usually supported by measures to improve transport and communication infrastructure, social services and activities to develop agricultural marketing opportunities. The high cost of detection and eradication measures in remote areas is, however, a serious obstacle to establishing effective eradication programmes.

20. The role of UNDCP in alternative development has gradually shifted from involvement in fully funded projects towards the provision of support to strengthen the technical capacity of the institutions responsible for implementing national alternative development plans. In future, UNDCP will be more closely engaged in securing the involvement and active commitment of potential bilateral donors, United Nations entities, international financial institutions and regional organizations involved in development work. Emphasis will be placed on the role of UNDCP as advocate, technical partner, coordinator and partial source of funding. The new approach is supported by outposted alternative development advisers based in Asia and Latin America.

C. Strengthening legal and judicial systems

21. In its resolutions 47/97, 47/99, 48/12 and 49/168, the General Assembly called on States to adopt the necessary legislative and administrative measures to ensure that their internal juridical regulations are compatible with the spirit and the scope of the international drug control treaties. Many States have adopted adequate national laws and regulations and strengthened national judicial systems accordingly. The laws and regulations implemented by States are reported to the Secretary-General and published by UNDCP for the benefit of all States. From 1990 to date, 409 laws and regulations have been published and distributed.

22. In connection with such activities, the Programme provides comprehensive legal assistance to many States. Assistance has included advice on adjusting national laws, policies and infrastructures to implement the requirements and objectives of all the international drug control conventions, particularly the 1988 Convention, as well as training judges, prosecutors and investigators to apply the new laws effectively. In that connection, *ad hoc* missions to provide legal assistance were carried out in 69 States between July 1992 and the end of 1996. The work has been underpinned by a programme of regional legal workshops initiated by UNDCP to assist States in identifying limitations in their legal capacity to implement the conventions fully, and in developing appropriate measures and arrangements to overcome such limitations. The workshops are also intended to encourage participating States to increase their domestic and regional capacity to implement the conventions effectively, and to establish or improve the legal basis for day-to-day cooperation. To date, 102 States have participated in such workshops.

23. In addition, UNDCP has developed model legislation to promote more uniform implementation of the international drug control treaties and to facilitate international cooperation. A package of model laws on the regulation of licit activities, the repression of illicit activities, extradition and mutual legal assistance, money-laundering and confiscation of proceeds, as well as on the creation of required drug control bodies and coordination mechanisms, is available in Arabic, English, French, Portuguese, Russian and Spanish, for use in the main legal systems. Model laws are updated and upgraded periodically, in line with significant trends and developments, and are reviewed by informal meetings of international experts. UNDCP also provides, on request, assistance to Member States in establishing or strengthening national drug detection laboratories.

D. Economic and social consequences of drug abuse and illicit trafficking

24. The economic and social consequences of illicit drug trafficking were initially addressed by the General Assembly in its resolution 44/142 of 15 December 1989, in which it requested the Secretary-General to undertake a study on such consequences, with the assistance of a group of intergovernmental experts. The Intergovernmental Expert Group to Study the Economic and Social Consequences of Illicit Traffic in Drugs met twice during 1990, and the Commission at its thirty-fourth and thirty-fifth sessions, in 1991 and 1992, examined the work of the Expert Group.

25. The report of the Intergovernmental Expert Group (A/C.3/45/8) was devoted largely to consideration of the availability of reliable data as a basis for estimating the economic and social consequences of drug trafficking, and to the problem of money-laundering. The Expert Group unanimously agreed that it was imperative for the United Nations to develop a comprehensive, unified information system, which would include reliable data on the illicit drug-trafficking chain. In his comments on the recommendations of the Expert Group, the Executive Director expressed the view that the Expert Group had underestimated the complexity and difficulty of the task envisaged. He stressed that efforts even at the national level to institute similar systems had not met with encouraging success on such a broad set of data. The Commission concurred with the Executive Director that the problems related to data collection were extremely complex, and would not be easy to solve.

26. Efforts have been made by UNDCP to explore the issue further. Work with a major research institution in the United States focused on the identification of areas of UNDCP activity where the collection, analysis and dissemination of drug-related data could be improved. For the World Summit for Social Development, held at Copenhagen from 6 to 12 March 1995, UNDCP presented a discussion paper on drugs and development and a multi-agency examination of the social and economic impact of drug abuse and control.

27. In addition to the activities outlined above, and in accordance with a specific recommendation of the General Assembly contained in its resolution 48/112, the Commission at its thirty-eighth session considered the issue of the economic and social consequences of drug abuse and illicit traffic in the context of its general debate. It had before it a comprehensive study that outlined the damage done to society and the costs incurred as a result of drug abuse and illicit trafficking. The Commission invited countries to carry out national studies on the economic and social consequences of drug abuse and illicit trafficking.

E. Links between drug trafficking and terrorism

28. The General Assembly has, in its resolutions 46/103, 48/12, 48/112, 49/168 and 50/148, encouraged Governments to deal with the danger and threat posed to civil society by drug trafficking and its links to terrorism, transnational crime, money-laundering and the illicit trade in arms, and to cooperate to prevent the channelling of funds to and between those engaged in such activities. The Assembly has encouraged Governments to take action to prevent the illicit arms trade, by which weapons are provided to drug traffickers, or to prevent terrorists from engaging in drug trafficking for financial gain. It has also emphasized the need to strengthen international cooperation to eradicate the growing and dangerous links between terrorist groups, drug traffickers and their paramilitary gangs, which have resorted to all types of violence, thus endangering the constitutional order of States and violating basic human rights.

29. Strict legislative measures that control the import and export of weapons and explosives with a view to preventing their diversion into illicit markets are in place in some countries, as are programmes for the prevention, detection and control of trafficking in arms. There are regional arrangements on the issue, such as the Council of the European Communities directive 91/477/EEC, of 18 June 1991, on control of the acquisition and possession of weapons,[7] which has to be applied by all member States of the European Communities.

F. Respect for the principles enshrined in the Charter of the United Nations

30. The respect for principles enshrined in the Charter of the United Nations has been a recurring theme of resolutions adopted by the General Assembly on international drug control issues, in particular resolutions 45/147, 46/101, 47/98, 48/112, 49/168 and 50/148. In those resolutions, the Assembly refers to the principles of sovereignty and territorial integrity of States, non-interference in internal affairs of States and non-use of force or threat of force in international relations. The Assembly also refers to the principles of equal rights and self-determination of peoples and to the right of all peoples freely to determine, without external interference, their political status and to pursue their economic, social and cultural development. The Assembly calls upon States to refrain from using the drug issue for "political purposes", and affirms that the fight against drug trafficking should not justify violation of the principles enshrined in the Charter and international law. The Secretary-General and the Executive Director of UNDCP have been requested to give due consideration to those principles in preparing reports to the General Assembly and in carrying out the activities of UNDCP, respectively.

31. The legal framework for international cooperation in drug control has been set by the international community through the adoption of the main drug control treaties, which incorporate explicit guarantees of the above-mentioned principles. The 1988 Convention, for example, provides that parties shall carry out their obligations under that Convention in a manner consistent with the principles of sovereign equality and territorial integrity of States and that of non-intervention in the domestic affairs of other States (article 2, paragraph 2). It also provides that a party shall not undertake in the territory of another party the exercise of jurisdiction and performance of functions which are exclusively reserved for the authorities of that other party by its domestic law (article 2, paragraph 3). Their provisions reflect the sovereign agreement of States parties on the appropriate balance between due respect for their sovereignty - protected under each treaty by reservations relating to the constitutional, legal and administrative systems of States parties - and the requirements of international cooperation in the field of drug control. Likewise, the General Assembly, in the Political Declaration adopted at its seventeenth special session[5] recalls the guiding principles of the United Nations fight against drugs: sovereignty of States; shared responsibility between them; non-interference in their internal affairs; and strengthening of cooperation under mutually agreed conditions through bilateral and multilateral mechanisms.

32. The respect for the principles of the Charter and international law is also a basic objective underlying all activities of UNDCP and its dealings with States. UNDCP undertakes activities in countries only at their request. Technical assistance in the form of legal advice offered to States to upgrade their drug control legislation in line with the conventions not only reflects the principles of the Charter and of international law, but also strengthens their implementation in national laws.

V. ESTABLISHMENT, MANAGEMENT AND ACTIVITIES OF THE UNITED NATIONS INTERNATIONAL DRUG CONTROL PROGRAMME

A. Establishment and management of the United Nations International Drug Control Programme

33. By its resolution 45/179, the General Assembly, recognizing that the new dimensions of the drug menace necessitated a more comprehensive and integrated approach to international drug control to enable the United Nations to play a central and greatly enhanced role in this field, requested the Secretary-General to create a single drug control programme, to be called the United Nations International Drug Control Programme, and to integrate fully therein the structures and functions of the three drug control units of the Secretariat with the objective of enhancing the effectiveness and efficiency of the United Nations structure for drug abuse control. In the same resolution, the Assembly invited the Secretary-General to appoint a senior official at the level of Under-Secretary-General to execute the integration process and head the new Programme with the

exclusive responsibility for coordinating and providing effective leadership for all United Nations drug control activities, in order to ensure coherence of action within the Programme as well as coordination, complementarity of action and non-duplication of such activities across the United Nations system.

34. The Executive Director of UNDCP was appointed on 1 March 1991 to execute the integration process and to act on behalf of the Secretary-General in fulfilling his responsibilities under the terms of international drug control treaties and resolutions of the United Nations organs related to drug control. The Executive Director was also entrusted with the direct responsibility for the financial resources of the Fund of the United Nations International Drug Control Programme, as a fund for financing the operational activities of UNDCP.

B. Administrative and financial arrangements for the Fund of the United Nations International Drug Control Programme

35. The General Assembly, by its resolution 46/185 C, laid down the administrative and financial arrangements for UNDCP. By the same resolution, the Assembly decided, *inter alia*, to establish, under the direct authority of the Executive Director, the Fund of UNDCP as a fund for financing the operational activities of UNDCP, and authorized the Commission on Narcotic Drugs to approve, on the basis of the proposals of the Executive Director, both the budget of the programme of the Fund and the administrative and programme support cost budget, other than expenditures borne by the regular budget of the United Nations. The Secretary-General later delegated to the Executive Director the responsibility for administering the Staff Regulations and Staff Rules in respect of staff paid from the Fund.

C. Drug control strategies, particularly master plans

36. The General Assembly has, in several resolutions (including resolutions 46/103, 47/102, 48/112, 49/168 and 50/148), supported the focus on national and regional strategies for drug abuse control, particularly the master-plan approach, and has requested UNDCP to keep in mind that national, regional and subregional strategies should be complemented by effective interregional strategies.

37. The promotion of national drug control plans (also called master plans) has been a long-standing priority of UNDCP. A master plan is a single document adopted by a Government outlining all national concerns in drug control. It is a tool designed to assess the extent and nature of the drug abuse problem, to set out a coordinated approach to its solution, and to identify consistent and comprehensive national drug control objectives. During 1995, 23 master-plan exercises were completed by national authorities and 16 more were initiated. Twelve master plans are being considered for the future. Of the 39 master plans initiated or completed during 1995, UNDCP assisted 28 countries (or 72 per cent of the total) in the exercise. In line with the recommendation of the General Assembly, UNDCP has also encouraged the extension of the master-plan concept through a subregional approach, wherever appropriate.

Notes

[1] *Official Records of the United Nations Conference for the Adoption of a Convention against Illicit Traffic in Narcotic Drugs and Psychotropic Substances, Vienna, 25 November-20 December 1988*, vol. I (United Nations publication, Sales No. E.94.XI.5).

[2] United Nations, *Treaty Series*, vol. 520, No. 7515.

[3] Ibid., vol. 976, No. 14152.

[4] Ibid., vol. 1019, No. 14956.

[5] See resolution S-17/2, annex.

[6] E/1990/39 and Corr.1 and 2 and Add.1.

[7] *Official Journal of the European Communities*, No. L 256/51, 13 September 1991.